

Property of:

MSU Extension, Wexford County

Fact Book for the Development of the Wexford County Plan

2002

This copy printed: April 2002

Background studies, data and maps prepared pursuant to §4(3)(a) of P.A. 282 of 1945, as amended,
(being the County Planning Act, M.C.L. 125.101 *et. seq.*)



MICHIGAN STATE
UNIVERSITY
EXTENSION

Copies of this *Fact Book* are available

\$95

Please send payment in advance.
Order copies from the MSU Extension, Wexford County
401 N. Lake Street
Cadillac, Michigan 49601-1891
(231)779-9084
Fax: (231)779-9105

Copies are also available for download on the Internet. Links to the Internet version are found at:

www.co.wexford.mi.us
www.msue.msu.edu/wexford
<http://users.netonecom.net/~mgreen/>

This *Plan Fact Book* is available for use by the public. This can be reproduced for use in research papers, grants and other documents. If you do so, please provide the following credit: "Reproduced with permission from the *Plan Fact Book for the Wexford County Plan*, April 2002, page _."

Bibliographic cite is: Schindler, Kurt H., Mike Green, Tim Evans; *Plan Fact Book for the Wexford County Plan*; MSU Extension, Wexford County; Cadillac, Michigan; April 2002.

This document was prepared entirely "in-house". It is typeset so the main body appears as New Times Roman 10 point TrueFont™. Tables, and maps are typeset with Arial TrueFont™. Long quotations from other work are indented on both the left and right side, and typeset with Garamond TrueFont™. This is a Corel WordPerfect 8.0™ document. Many of the black and white graphic elements were converted into WordPerfect graphics for presentation in this

document. Graphics were prepared using Wexford County's Geographic Information System, ESRI ArcView™ GIS software.

The parts of this book are titled in 18 point type flush to the right margin, and flush to the left margin in the table of contents.

The chapters are titled in 18 point type flush to the right margin, with a drop capital letter in the first line of text, and indented once in the table of contents.

Sub chapters are titled in 16 point type flush left, with a drop capital letter in the first line of text, and indented twice in the table of contents.

Sub-sub chapters are titled in 14 point type flush left, and indented three in the table of contents.

Sub-sub-sub chapters are titled in bold face type flush left. Tables and maps are titled in bold face type flush left, and indented four in the table of contents.

Fact Book for the Development of the Wexford County Plan

2002

This copy printed: April 2002

Background studies, data and maps prepared pursuant to §4(3)(a) of P.A. 282 of 1945, as amended,
(being the County Planning Act, M.C.L. 125.101 *et. seq.*)



MICHIGAN STATE
UNIVERSITY
EXTENSION

Plan Fact Book for the Development of the Wexford County Plan

2002

This book is written with the intent it would be used as a reference work – not something most people would read cover to cover. (Those most likely to read all of it are members of local Planning Commissions and their committees.) For an overview one should read the summary, starting on page 5. If your interest is in a particular aspect, or topic, then turn to the chapter on that subject in the main body of the book. Subject areas are divided into chapters, with a detailed table of contents (page iii) to help find detailed information one is interested in.

What this Book is used for:

The principal purpose for this Fact Book is to present background data and research on various aspects of Wexford County for the development of a new Wexford County Plan, to be adopted by the Wexford County Planning Commission. However the material here can be used for many other things as well:

- Data and facts for preparing various grant applications.
- Source of information for market studies.
- Source of information to prepare business plans.
- Research on Wexford County for school projects.
- Data, facts, background, and material for use in the preparation of Wexford County township, village or city plans.
- Source of information for various government policy development.
- Source of information to establish priorities and needs for grants and projects by various civic organizations.
- And more.

Table of Contents

Table of Contents (white paper)	iii
Glossary (white paper)	xiii
Part A: Introduction (white paper)	1
Chapter A1: Acknowledgments (white paper)	1
Wexford County Planning Commission	1
Staff & Author	1
Wexford County Board of Commissioners	2
Maps, Charts and Graphs	3
Wexford County Location Map	3
Chapter A2: Summary (white paper)	5
Part A: Introduction	5
Chapter A3: About This <i>Fact Book</i>	5
Chapter A4: Former Plans	5
Part B: Background	7
Chapter B1: Geology	7
Chapter B2: History	7
Chapter B3: Michigan Trend Future	8
Chapter B4: Land Use	9
Chapter B5: Natural Resources	11
Chapter B6: Environment	13
Chapter B7: Ecology, Habitat, Scenic Resources	13
Chapter B8: Population	14
Census Data Advance Final Counts	15
Population Estimates for Wexford County	15
Population Projections for Wexford County	15
Chapter B9: Human Services	15
Chapter B10: Economics	17
Chapter B11: Housing	19
Chapter B12: Infrastructure	19
Chapter B13: Land Ownership	21
Chapter B14: Existing Zoning	21
Part C: Appendixes	22
Chapter A3: About This <i>Fact Book</i> (white paper)	23
Public Opinion Survey	26
Survey Summary/Conclusions	27
Chapter A4: Former Plans (grey paper)	29
Past Planning in Wexford County	33
Housing	34
Environmental Planning	34
Recreation Planning	35
Cadillac Urban Area	35
Solid Waste	36
Infrastructure	36
Regional Planning	36
Today	36

Part B: Background	39
Chapter B1: Geography (brown paper)	39
Geology	39
Location	41
Climate	41
Heating and Cooling Degree Days Table	42
Maps, Charts and Graphs	43
Quaternary Geology Map	43
Topographic Map	44
Daily Temperatures Graph	45
Chapter B2: History (lavender paper)	47
Narrative	47
G.L.O. Survey Progress Table	49
Municipality Size	50
Wexford County First Order Control Points	57
Wexford County Historic Sites List	61
Opinion Survey on Historic Sites	61
Level of Support for Measures to Guide Land Use and Environmental Protection	61
Maps, Charts and Graphs	63
Historic Population Data Table	63
Political Boundaries Maps for 1869-1880	66
Political Boundaries Maps for 1890-1920	67
Political Boundaries Maps for 1930-1960	68
Political Boundaries Maps for 1970-2000	69
Chapter B3: Michigan Trend Future (gold paper)	71
First Period	72
Second Period	72
Third Period	73
The Future	73
Land Use Decision Making	74
Michigan Land Resource Project	74
Agriculture	75
Natural Resource-Based Recreation and Tourism	75
Mining	76
Forestry	77
General	77

Chapter B4: Land Use (white paper)	79
Land Use/Cover Change	79
Land Use/Cover Table	81
Agricultural	82
Loss in Agricultural Lands	83
Forestry	84
Gain in Forest Lands	85
Slagle Township Change Table (public lands included in calculations)	86
Slagle Township Change Table (excluding public lands in calculations)	86
Minor Change	86
Urban	86
Urban Gains	87
Sprawl	87
Residential	88
Change in Property Tax Values Table	89
Open Lands/Parks	89
Commercial	89
Transportation Land Use	89
Industrial Land Use	89
Extractive	89
Rangelands/Fields/Grassland	90
Water and Wetlands	90
Urban Growth Area	90
Future Land Use	92
Sample Land Use Map Procedure	92
Maps, Charts and Graphs	95
Land Cover Circa 1800 (Pre-European Settlement Vegetation) Map	95
Cadillac Area Present Use of Land Map 1956	96
Land Cover, 1973 Comprehensive Plan	97
Land Use, Regional Sketch Plan 1972	98
Land Use, Northwest Michigan Regional Planning & Development Commission, June 1978	98
Existing General Land Use, circa 1988	99
Land Use/Cover Map 1978	100
Land Use/Cover Map 1998/99	101
Land Use/Cover Change; (showing 1978 land use/cover)	102
Land Use/Cover Change (showing 1998 land use/cover)	103
1998 Residential Land Use (Showing What the Land Use Was in 1978)	104
1978 Agriculture Land Use (Showing what the land use/cover is in 1998)	105
1998 Agriculture Land Use (Showing what the land use/cover was in 1978)	106
1978 Forest Land Use/Cover (Showing what the land use/cover was 1998)	107
1998 Forest Land Use/Cover (Showing what the land use/cover was in 1978)	108
1978 Grasses and Shrubs Land Use/Cover (Showing what the land use/cover was in 1998)	109
1998 Grasses and Shrubs Land Use/Cover (Showing areas that are rangeland 1978)	110
Farmland With State Preservation Agreements in Place "PA 116 Agreements"	111
Map 1 Comparison of Former Farmland to Current Parcel Size	112
Map 2 Comparison of Former Farmland to Current Parcel Size	113
Map 3 Highlighting Former Farmland Which Has Been Parcelized	114
Cadillac Area Urban Growth Region (examples)	115

Chapter B5: Natural Resources (blue paper)	117
Surface Water	117
Lakes Cadillac and Mitchell	120
Groundwater	120
Cadillac Area	124
Opinion Survey on Ground and Surface Water	125
Level of Support for Measures to Guide Land Use and Environmental Protection	126
On Site Sewage Disposal	126
Restricted Areas for Septic and Drain Fields	126
New Technology	126
Soils With Limitations for Wastes & Industrial Development	129
Soils	129
Wexford County Soil Usage Chart	129
Forestry	131
Old Growth	132
Agriculture	133
Agriculture and Forestry	133
Public Opinion Survey on Agriculture and Forestry	133
Level of Support for Types of Economic Development	134
Level of Support for Measures to Guide Land Use and Environmental Protection	134
Mineral Resources	134
Maps, Charts and Graphs	136
Major Watersheds Map	136
Surface Water Features Map	137
Wetlands Map	138
Aquifer Vulnerability to Surface Contamination in Michigan	139
Soil With High Water Table Map (Aquifer Vulnerability to Surface Contamination)	140
General Soil Types Map	141
Forest Production Potential Map (soil types)	142
Old Growth Forests	143
Agricultural Production Potential Map (soil types)	144
Limitations of Soils for Septic Systems Map	145
Slope Characteristics of Soil Types (Steep Slopes) Map	148
Chapter B6: Environment (lime green paper)	149
Air and Water Pollution	149
Soil Erosion and Septic Discharge	150
Oil and Gas Exploration	151
Land/Water Margins	154
Solid Waste	154
Public Opinion Survey on Environment	157
Level of Support for Measures to Guide Land Use and Environmental Protection	157
Maps, Charts and Graphs	158
Land/Water Related Laws in Michigan Graphic	158
Oil and Gas Wells Map	159

Chapter B7: Ecology, Habitat, Scenic Resources (green paper)	161
Special Animals and Plants	161
Special Animals and Plants List for Wexford County	162
Landtype Associations	163
Sub-subsection VII.2.1: Cadillac	164
Sub-subsection VII.2.2: Grayling Outwash Plain	169
Subsection VII.3.: Newwaygo Outwash Plain	173
Conservancy, Soil Conservation District, Conservation Resource Alliance, WildLink	175
Special and Unique Areas	176
List of Special and Unique Areas	177
Public Opinion Survey on Special and Unique Areas	181
Level of Support for Measures to Guide Land Use and Environmental Protection	181
Maps, Charts and Graphs	183
Landtype Associations of Wexford County Map	183
Special and Unique Areas Map	185
Chapter B8: Population (yellow paper)	187
2000 Census Data Advance Final Counts	188
Population Distribution	189
Population Estimates	189
Table of Population Estimates	190
Future Population Projections	190
Table of Population Projections	192
Impact of Growth	193
"Rule of Thumb" Impact of Population Growth on Development	194
"Rule of Thumb" Impact, Including Seasonal Population Growth, on Development	195
Fiscal Impact for Projected (one year) Growth Using the Service Standard Method	196
Aggregate Cost for all Governments v. New Revenue from Growth	197
Cost for Wexford County v. New Revenue from Growth	197
Opinion Survey on Growth	197
Opinions about Growth and Change	198
Maps, Charts and Graphs	199
Population Density Map	199
Housing Density Map	200
2000 Seasonal Population Estimates Table	201
Projected Resort Population Map	202

Chapter B9: Human Services (pink paper)	203
Medical Health	203
Health Indicators Data	205
Job Injuries/Illness	207
Cardiovascular Health	207
Substance Abuse	207
Dental	207
Child and Maternal Health	207
Opinion Survey on Health Services	208
Satisfaction with Health Services	208
Mental Health	208
Education	209
Wexford School Performance Measures	209
Wexford County Public School Enrollment	210
Opinion Survey on Education	211
Satisfaction with Education	211
Elderly Care	211
Community Social Health	211
Crime	213
Crime Data Per Year	215
Juvenile Crime Data	215
Risk Factors	218
Risk Factor Measures	218
Opinion Survey on Crime-Related Issues	220
Satisfaction with County and City Services	220
Service/Civic Organizations and Social Life	220
Opinion Survey on Cultural Quality of Life	221
Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life	222
Responses to Open-Ended Questions about Ways of Improving Aspects of the Quality of Life	223
Responses to Open-Ended Question about Most Important Issue Affecting the Quality of Life	224
Opinions about Growth and Change	225
Maps, Charts and Graphs	226
School Districts Map	226

Chapter B10: Economics (light red paper)	227
Industrial	227
Largest Employers	228
Largest Tax Payers	229
Retail and Service	230
Retail Sales	231
Retail and Service Data	232
Estimated Effective Household Buying Income	233
Government	234
Agriculture	234
Unemployment	234
Tourism	235
Jobs	235
Annual Employment Averages 1980-1999	236
Occupation	237
Industry Statistics	237
Commuting	238
1990 Commuting to Work Statistics	239
Hinterland	239
Income Level	240
1989 Census Income	240
Poverty Status in 1989	241
Business Retention and Recruitment	241
Brownfield Redevelopment	242
Opinion Survey on Economics	243
Level of Support for Types of Economic Development	244
Opinions about Increase in Tourism/Recreation and Factories/Businesses	244
Economic Responses to Open-Ended Question about Most Important Issue Affecting the Quality of Life	245
Maps, Charts and Graphs	246
Employment Trend, Number Unemployed, Unemployment Rate Graphs	246
Manufacturing Employment, Retail Employment, Services Employment Graphs	247
Construction & Mining Employment, Government Employment, Transportation-Communications-Utilities Employment Graphs	248
Cadillac Economic Hinterland Map	249
Chapter B11: Housing (salmon paper)	251
Housing Stock	251
Housing Affordability for Owner Occupied Housing, 1999	251
Opinion Survey on Housing	255
Importance of Infrastructure Changes to the Future of Wexford County	255
Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life	256
Homeless	256
Housing for Disabled	256
Contractors, Inspectors	256
Zoning Permits and Actions	257
Construction Code Permits	257
Wexford County New Construction Data	258
State Programs	259
Permit Data Detail by Permitting Agency Tables	260

Chapter B12: Infrastructure (light red paper)	265
Transportation	265
Railroad	265
Trails	265
Airport	266
Public Transit	266
Roads	266
Road Types and Status	268
Road Surface Conditions Summary	269
Surface Condition Mileage by Municipality	269
Opinion Survey on Transportation	271
Importance of Infrastructure Changes to the Future of Wexford County	272
County Drains	272
Table of County Drains	272
Public Water	273
List of Public Water Systems	273
Source of Water and Sewage Disposal, Census Data	274
Source of Water and Sewage Disposal Health Department Estimates	274
Public Sewer	274
List of Sewer Systems	275
List of Cadillac Area Sewer Districts	277
Summary of P.A. 425 Agreements' Disposition of Territory	283
Opinion Survey on Sewer and Water Systems	284
Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life	285
Opinion about the Rate of Taxation	286
County Facilities/Buildings	286
List of County Facilities/Buildings	286
List of "extended county" Facilities/Buildings	287
Recreation/Parks	289
Recreational Planning Organization	290
Inventory of Recreation Facilities	290
Indoor Recreation Facilities	295
Private/Regulated Utilities	300
Electricity	300
Telephone	300
Telephone Exchanges and Companies	301
Natural Gas	301
Cable Television	301
Post Office	301
Emergency Services	301
Maps, Charts and Graphs	303
Transportation: Road Surface Map	303
Transportation:	304
County Drains	305
Areas Served By Municipal Water Map	306
Cadillac Area Sewer Service Districts from 1975 <i>Facilities Plan Map</i>	307
Areas Served by Municipal Sewer Map	308
Outdoor Recreational Facilities	309
Indoor Recreational Facilities	310
Recreation Action Plan Map	311
Electric Utility Service Areas Map	312
Local Phone Exchanges Map	313
Communication Towers Map	314
Areas Served by Natural Gas Map	315
Local Zip Code Map	316
Fire Districts Map	317
EMS Districts Map	318

Chapter B13: Land Ownership (light green paper)	319
Public Land Ownership	319
Public Land Ownership Chart Detail	319
Public and Private Land Ownership Chart Summary	320
Private Land Ownership	320
Subdivided Land	321
Maps, Charts and Graphs	322
Public Land Ownership Map	322
Parciliation Map	323
Recorded Subdivisions Map	324
Chapter B14: Existing Zoning (lavender paper)	325
Composite Zoning Map	325
Estimated Areas of Current Zoning Districts in Wexford County	326
Buildout and Other Analysis	327
Wexford County Buildout	328
Analysis of Existing Zoning	329
Planning	329
What is "Good Planning?"	330
Opinion Survey on Planning and Zoning	331
Importance of Infrastructure Changes to the Future of Wexford County	331
Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life	331
Review of Zoning Text	332
Zoning for Coordination and Streamlining	353
Maps, Charts and Graphs	359
Composite Zoning Map	359
Part C: Appendixes (white paper)	361
Appendix C1: Other Applicable Statutes	361
Appendix C2: Bibliography	363
Other Selected Reports, Studies (Bibliography)	363
Appendix C3: Land Owner Opinion Survey	369
Background	369
Interviewing and the Sample	369
The Findings	369
Demographic Characteristics of the Sample	370
Table 1: Demographic Characteristics of the Sample	371
Appendix C4: Surface Water Inventory	373
Appendix C5: Wexford County Soils	379
Summary of Soil Characteristics	379
Appendix C6: Population Data	383
Appendix C7: Housing Data	387
Appendix C8: Traffic Count Data	397
Average Daily Traffic (ADT) Count by Municipality	397
Appendix C9: Sewer Issues Responses	409
Appendix C10: Wexford County Buildout Detail	413
Appendix C11: [Native American] Foreign Policy	417
<i>Gaaching Ziibi Daawaa Anishnaabe</i>	417
Historical Context	417
Jurisdiction-Generally	418
Jurisdiction-Zoning	418
Jurisdiction-Taxes	419
Jurisdiction-In Wexford County Specifically	419
Indian Sovereignty	419
Municipal Concerns	419
Successful Coordination Elsewhere	419
Native American Foreign Policy	420
Appendix C12: Neo-Traditional Zoning	423
Traditional Neighborhood Development Checklist	423

Glossary

P**LANNING Commission** means the Wexford County Planning Commission created pursuant to the Wexford County Planning Commission Ordinance under authority of P.A. 282 of 1945, as amended, (being County Planning act, M.C.L. 125.101 *et. seq.*).

County Board means the Wexford County Board of Commissioners of the County of Wexford, pursuant to P.A. 156 of 1851, as amended, (being County Boards of Commissioners; M.C.L. 46.11 *et. seq.*)

DEQ means the Michigan Department of Environmental Quality (formerly a part of the DNR).

DNR means the Michigan Department of Natural Resources (formerly including all the functions and divisions of the DNR and DEQ).

GIS means Geographic Information System, a digital set of files for use by a computer for drafting/mapping and database management which allows for computer spacial and quantitative analysis.

Municipality means unincorporated municipalities: townships; and incorporated municipalities: villages, charter townships and cities.

County means the County of Wexford, a Michigan municipal corporation.

Fact Book (in *italic*) means this document and its respective appendixes and addenda as well as other documents specifically incorporated as part of this document by reference.

Part A: Introduction

Chapter A1: Acknowledgments

THIS *Plan Fact Book* is the result of the efforts of many people. This is to thank everyone who has participated in the development of this *Fact Book*.

Wexford County Planning Commission

MEMBERS of the Wexford County Planning Commission:

Mr. **Michael L. Haner**, Cadillac
Mr. **Richard LaBarre**, Vice Chair, Manton
Mr. **Paul Osborne**, Secretary, Mesick
Ms **Marie D. Rabun**, Cadillac
Mr. **Michael Solomon**, Chair, Cadillac
Mr. **Timothy Williams**, Cadillac
Ms **Sharon Zakrajsek**, Cadillac
[one vacancy¹]

Staff & Author

THIS document represents a great deal of effort by the staff of MSU Extension, Wexford County. Specifically **Susan Baldwin**, and **Pam Disbrow**.

This *Fact Book* was written by Mr. **Kurt H. Schindler**, County Extension Director, MSU Extension with oversight by Mr. **Tim Evans**, Wexford County Planner. Most the maps for this book were developed by **Mike Green**, the Wexford County Assistant Planner, and Geographic Information System (GIS) operator.

Subcontractors preparing data or parts of this *Fact Book* include Michigan State University Center for Remote Sensing and Geographic Information Science (Dr. **Richard Groop** Chair, Michigan State University Department of Geography and Director, Mrs. **Jessica Moy** Cartographer and GIS Analyst, **Patricia L. Machemer**, Ph.D., Mr. **Bob Goodwin**, Research Assistant) (land use/cover update and analysis); Dr. **Richard Hill** of Central Michigan University Center for Applied Research and Rural Studies (opinion survey); Mr. **William E. Frederick**, Soil Scientist Liaison

and **Melissa Gutierrez**, Cartographer, for the United States Department of Agriculture Natural Resources Conservation Service Lansing Office (digitizing soil surveys and analysis); Mr. **Mark A. Wyckoff** of Planning and Zoning Center, Inc., Lansing (Trend Future chapter); Ms **Valerie Beversdorf**, **Viet Doan**, and Ms **Megan (Motil) Olds** of Northwest Michigan Council of Governments (NWMCOG) (wetland mapping, composite zoning); **Michael Mirto**, Missaukee-Wexford Strong Families/Safe Children Coordinator (Community Social Health section of the Human Services Chapter).

The intent in preparing this publication is to provide facts, alternatives, and information to help in making decisions. It is not the intent to display a bias toward one view point of another. It is recognized this is not always possible. Steps taken to attempt to avoid bias was:

First; was to carefully select source materials for the *Fact Book*. Research used was expected to meet the following four standards. (1) Was the data "double blind?"² (2) Was the study peer-reviewed?³ (3) Can the study be repeated and get similar results?⁴ and (4) The researcher does not have a stake in the outcome.⁵ In the case of issues in dispute, sources included only the court's rulings and summaries, not pleadings in a case. This standard resulted in most materials used being from universities, government agencies, and professional planning organizations. Avoided was any work done by advocacy or political organizations

²Double blind means both the researcher and the subject do not know if they received the test item or the placebo, someone else sets up which is the control, and which is the tested item, the person collecting the data does not know which is which, and the subject does not know which is which.

³Peer-reviewed usually means the research was published in a journal, and usually a journal has a committee of scientists who review the research project to determine if it meets proper scientific method before it is published.

⁴The study being repeated and get similar results means usually one study is not enough, one wants to see if the same study, done by different people have similar results, if the same results are not received, this makes the conclusions suspect, and thus one looks for a series of similar studies, with similar results to verify the conclusions.

⁵The researcher does not have a stake in the outcome means the researcher's job or future funding is not dependant on the outcome of the study, when a corporation pays for a study, is it set up so that one's livelihood is not in jeopardy because the results might not be what is wanted by the corporation. (With a university this is often accomplished by providing faculty with tenure protection from these types of influences.)

¹Current practice is for the County Planning Commission to have eight total members (one member for each County Commissioner District). However the Wexford County Planning Commission Ordinance (Ordinance No. 1, adopted by the County Board February 9, 1970) specifies the Planning Commission shall have nine members.

such as organizations like the Michigan Land Use Institute of Beulah or Mackinac Center for Public Policy of Midland.

Second; was to have various parts of this publication peer-reviewed by local individuals who are experienced, or expert in the respective subject matter. Those assisting with editing and review of material include Mr. **Dan Jones**, retired Wexford County Building Inspector (past planning chapter); Mrs. **Wendy Moore**, Wexford County Treasurer and member of the Wexford County Historic Society (history chapter); Mr. **Dennis Vitton**, Michigan Department of Natural Resources Forestry Division, Mr. **Jim Williams**, USDA Natural Resources Conservation Service, Mr. **John Hojonowski**, Manistee Ranger District, USDA Manistee-Huron National Forest, Mr. **Mart Williams**, Cadillac Area Conservancy, and Mr. **Tim Evans**, Wexford County Planner (special and unique areas chapter); Mr. **David Gregg**, District #10 Public Health Department (urban growth area in land use chapter, surface water and groundwater and Cadillac area and on site sewage disposal and soils with waste limitations in natural resources chapter, septic discharge in environment chapter, water and sewer in the infrastructure chapter); Mr. **Jay Roundhouse** Wexford Equalization Director (population chapter growth impacts); Mr. **Greg Paffhouse**, chair of the Wexford-Missaukee Human Services Collaborating Body (human services chapter); Ms **Joy Gaasch**, former President of Cadillac Area Chamber of Commerce (economics chapter); Mr. **Alan Cooper**, Wexford County Road Commission manager (transportation parts of the infrastructure chapter); Mr. **Mike Solomon**, Wexford County Drain Commissioner (drains part of the infrastructure chapter); Mr. **Pete Stalker**, Cadillac City Manager and **Robert Raden**, Haring Charter Township Supervisor, (sewer parts of the infrastructure chapter); Ms **Carol Potter**, Executive Director Cadillac Area Visitors Bureau (recreation/parks part of the infrastructure chapter); Mr. **Bob Lee**, Wexford County Commissioner (county

courthouse needs in the county facilities part of the Infrastructure Chapter).⁶

Third, Mrs. **Marnie Larsen**, Mrs. **Lorry Klinger**, Mrs. **Linda Cronk**, Mrs. **Mary** and Mr. **Rod Bellows**, Members of the Michigan State University Extension Council for Wexford County, and MSU Extension staff were asked to review the material for content and objectivity. Then, finally, the entire *Fact Book* was reviewed for content by members and staff of the **Wexford County Planning Commission** before publication, and formally approved by the Commission April 10, 2002.

Wexford County Board of Commissioners

FINALLY, members of the County Board whose support and funding to prepare this *Fact Book* was essential.

Mr. **Darrell Kelley**, Chair, Cadillac

Mr. **William Barnett**, Cadillac

Mr. **Alan Devereaux**, Cadillac

Mr. **Gary Gilmore**, Manton

Mr. **George Guffey**, Buckley

Mr. **Terry Harvey**, Cadillac

Mr. **Bob Lee**, Vice Chair, Cadillac

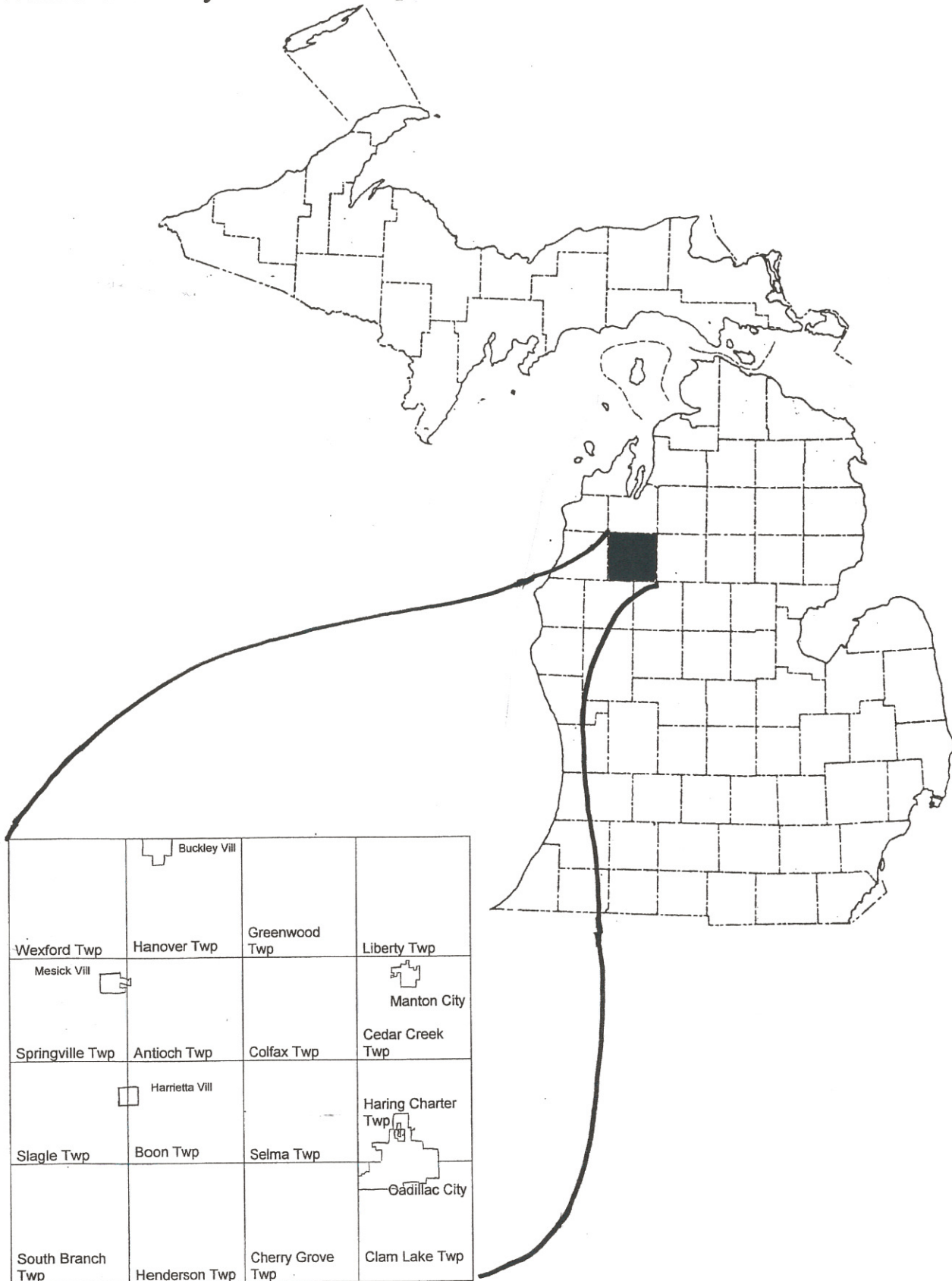
Mrs. **Fran Okoren**, Boon

Mr. **Lester Barnes**, former member, Mesick

Mr. **Richard Hill**, former member, Cadillac

⁶Others were asked to review material and were sent the material. They did not respond, either because they did not have editorial comment or because they choose not to do so. They are: Jim Ray, Wexford Emergency Preparedness (infrastructure chapter); the Wexford Airport manager, Ralph Lindberg, DPW Director (infrastructure chapter); Dennis Anderson, Clam Lake Township Supervisor (sewer part of the infrastructure chapter); Tim Evans, Wexford County Planner, zoning critique (zoning analysis chapter).

Wexford County Location Map



Chapter A2: Summary

Part A: Introduction

THIS *Fact Book* was the product of the time and work of many people. Those people are recognized in Chapter A1, Acknowledgments. The summary of data and conclusions from material in the *Fact Book* is presented here.

Chapter A3: About This *Fact Book*

THIS *Fact Book* is prepared as a presentation of facts and data for use by Wexford County in preparation of the *Wexford County Comprehensive Plan*. This document was to be completed before the Wexford County Planning Commission appoints and convenes a citizen committee to prepare the *Plan*. The purpose is to attempt to reach a common understanding about Wexford County so participants in the planning process have a common frame of reference.

Planning is an activity all people do—to select clothing before leaving the house for the day, buying a car, and so on. When planning for government, the process must be open and public and should involve many people.

Planning results in a document—a printed plan—that is used and referred to for purposes of guiding government decisions. The process used to develop a plan is circular: analysis, technical studies, identification of community desires, identification of various goals and objectives, exploration of alternatives, the *Plan* is written, formal adoption, implementation, review and update (go back to step one).

Why does a community plan? The reasons are many. Among them are: Change occurs with or without planning—planning is a way to guide change to maximize the positive and minimize the negative impacts of change/growth, to save money by preventing wasteful expenditure of public and private funds; To advocate the public interest in a system driven by private decisions; To encourage economic development; To protect property values; To improve civic appearance; and To provide services.

Government planning is not just to create a plan and to have a publication. Good planning is the process that involves people in decision making. It is important for a large number of citizens and viewpoints to play a part in creating the plan. Major errors to avoid include trying to exclude (or not including by omission) a segment of the community.

The end result of planning is to have a good community. A good community is a place where residents can earn a living and those who visit want to stay.

Specifically, it has an *economy* in which locally controlled assets and wealth are expanding; *equity*, which means that those expanding assets are shared fairly and public decisions are inclusive and democratic; and a concern for *ecology*, stewardship of natural and human resources.

That means a large part of planning success is dependant on true public engagement and involvement. The key is to use the planning process to build community capacity and participation. That can be done with the following activities:

1. Expanding diverse inclusive citizen participation.
2. Expanding leadership base.
3. Strengthening individual skills.
4. Widely sharing understanding and vision.
5. Creating strategic community agenda.
6. Documenting consistent, tangible progress towards goals.
7. More effective community organizations and institutions.
8. Utilizing better resources by the community.

The *Fact Book* is broken down into the following chapters:

Part A; Introductory materials (Acknowledgments, Executive Summary, About This *Fact Book*, Former Plans)

Part B; Background material

Geography

History

Michigan Trend Future

Former Land Use

Natural Resources

Environment

Ecology, Habitat, Scenic Resources (special and unique areas)

Population

Human Services

Economics

Housing

Infrastructure

Land Ownership

Existing Zoning

Part C; Appendixes to the Supporting Studies and Analysis

Chapter A4: Former Plans

PLANNING in Wexford County is not new. Planning started in Wexford County in the 1940s or earlier. Those documents have been lost but probably focused on resource planning in conjunction with the new U.S. Forest Service and Fife Lake State Forest. This was part of a major rejuvenation of the natural resources enjoyed today. Since

then, milestones in planning in the county include:

- Wexford's first zoning ordinance was adopted June 14, 1971 (with interim zoning adopted October 16, 1968). The county's first plan was adopted in 1973.
- The 1973 county plan resulted in development of an industrial park along Thirteenth Street, expansion of the Wexford County Airport, protection of Lakes Mitchell and Cadillac and associated wetlands, soil survey of the county, building inspection department.
- In the 1970s, the county had a full time planner, full-time zoning administrator, and a full time building inspector. In the 1980s, one person was assigned all three jobs. In the 1990s, one person was expected to be planner and zoning administrator.
- In 2002 there is one planner/zoning administrator/department head; one assistant planner (GIS specialist); 3.5 building/mechanical/electrical/plumbing inspectors.
- A major theme in the 1988 *Wexford County Comprehensive Plan* was to introduce the concept of a "town cluster" approach for commercial and industrial development – not strip development along roads. The plan also advocated outdoor recreation, preservation, and enhancement of natural resources as of prime importance.
- The 1988 county plan resulted in development of a business retention program with the Cadillac Area Chamber of Commerce including continuation of an industrial fund (1955), conducting up-to-date housing study, participation in state housing programs, creation of a local housing trust fund, update of the county zoning ordinance, and consolidation of the county planning commission with the county zoning board.
- The modern progressive soil survey represents one of the most important advances in factual data for planning, and alone, should be reason for a major re-evaluation of existing plans in Wexford County.
- Housing became a critical issue in Wexford County –directly related to the success of continued economic development efforts...Cadillac Area Chamber of Commerce took upon its self to address housing in the Cadillac area.
- Environmental planning in 1975 was to map and identify environmental elements of Wexford County and suggest guidelines that would minimize development impact. The work done was high quality, pre-dating acclaimed "New Designs for Growth" work done in Grand Traverse County today. This was followed up with the *Lake Mitchell Environmental Development Plan* in 1979, a state-wide model document.
- A perception of urgency developed as a result of the U.S.-131 freeway. An attractive entry way through Cadillac became a major concern. To be effective, cooperation with the county, Clam Lake Township, Haring Charter Township, and Cadillac City was

Past Planning in Wexford County, in chronological order.

*Indicates municipal plan.

Wexford county plan, if done, was completed in the 1930s.

Wexford county plan, circa 1946.

Plan For a Plan; February 1946 (Chamber).

**A Plan for Cadillac Michigan*; 1956 (Cadillac).

Guide for Development & Appraisal, Outdoor Recreational Development; October 1968 (Soil Conservation District).

**Comprehensive Manton City Plan*; 1969.

sewer system plan for around Lake Mitchell, 1970 (County Planning).

County Wide Recreation Plan; 1971 (County Planning).

Regional Sketch Plan, a Short Range Plan for the Northwest Region; July 1972 (NW Michigan Economic Development Dist.).

Regional Water and Wastewater Plan, Northwest Michigan; April 1973 (NW Michigan Economic Development Dist.).

Wexford County Comprehensive Plan Existing Conditions, Trends, Potentials; 1973 (County Planning).

An Initial Housing Study of Wexford County, Phase I; March, 1974 (County Planning).

Solid Waste Management Plan for Wexford County; June, 1974 (County Planning).

Housing Study of Wexford County, Phase II; January 1975 (County Planning).

Wexford County Environmental Survey; June 1975 (County Planning).

Lake Mitchell Environmental Development Plan; August 1979 (County Planning).

Wexford County Solid Waste Plan; circa 1983 (DPW).

The Water Quality of Lake Mitchell, A Shoreline Algal Survey; April 1983 (Northwest Michigan Regional Planning and Development Commission).

1983 Clam River Study at Cadillac; August 1984 (DNR).

Wexford County Comprehensive Plan; undated, (circa 1988) (County Planning).

Wexford County Solid Waste Plan; circa 1989 (DPW).

**Comprehensive Master Plan*; August, 1990 (Haring Township Planning).

**City of Cadillac Parks and Recreation Plan*; March 1991 (Cadillac).

Airport Master Plan; October 1991 (Cadillac and Wexford County).

Designs for the Future: A Strategic Plan for the Greater Cadillac Area, Interim Report from the Task Forces working draft; July 1992 (Central Planning Committee).

Wexford County Resource Plan, Northwest Lower Michigan Cooperative River Basin Study; July 1992 (Wexford County River Basin Planning Committee).

Strategic Planning Report "Water and Sewer Task Force Minority Report"; July 6, 1992.

**Cadillac Area Arts Survey Report*; May 1993 (Cadillac Area Arts Council).

**Downtown Development Authority Plan*; June 7, 1993 (City of Cadillac).

**City of Cadillac Long Range Comprehensive Plan*, as amended; 1994 (Cadillac Planning).

**Potential Multi-Family Development Sites Report*; 1994 (Cadillac Planning).

**Clam Lake Corridor Land Use Plan*; April 1994 (Clam Lake Township Downtown Development Authority).

Upper Clam River Watershed Non-Point Source Pollution Control Watershed Plan; September 30, 1994 (Wexford Soil and Water Conservation District et.al).

The Wexford County Recreation Plan; 1996 (Wexford County Citizens' Advisory Committee on Recreation Matters).

**U.S.-131 Bypass Corridor Study*; January 1996 (Cadillac Planning).

Feasibility Study, Water and Wastewater for Cherry Grove, Clam Lake, Selma and Haring Townships; 1997 (DPW).

Housing Market Study for the Greater Cadillac Michigan Area; November 1997 (Chamber).

Cadillac Area Corridor Study; 1999 (Haring, Clam Lake, and Cadillac).

Sanitary Sewer Feasibility Study; March 1999 (DPW).

Wexford County Solid Waste Plan; February 2002 (DPW).

Wexford County Recreation Plan; March 2002 (Wexford County Planning).

needed. Cooperation to develop the *Cadillac Area Corridor Study* was accomplished.

Part B: Background

Chapter B1: Geology

WEXFORD County is underlain by several major bedrock units all lying well below the surface. The bedrock is covered by a thick mantle of glacial overburden. The surface of Wexford County is a product of glaciation.

The network of hills which surround the valley – or bowl – around Lakes Cadillac and Mitchell are Lake Boarder Moraines with Kettles or Moulin Kames, a recessional moraine which marks the position of the Cary ice during a halt in its retreat. In Wexford County, this Moraine is the hills which M-55 goes over when going west from Cadillac, Harrietta, Briar Hill, Meauwataka, and the hills between Cadillac and Manton. The highest point in the county is Briar Hill in Antioch Township at 497 meters (1,630 feet) above sea level at the former fire tower location, section 29, T23N R11W. A second Moraine is found in Wexford County's southeastern corner from the "Lake Michigan-Saginaw Interlobate Tract" ice advance. A third Moraine is found in the north central part of the county and in the northwest corner of the county along the west edge.

The major outwash plain in Wexford County is found between the Port Huron Moraine and the Lake Boarder Moraine – along which the Big Manistee River now flows. The Big Manistee River cut its course across Wexford County following the line of least resistance going west from Missaukee County to the Port Huron Moraine, then turning south in Manistee County. Thus, the river cut directly across the open end of the morainic embayment in northwestern Wexford County. The lowest point in the county is at the base of Hodenpyle Dam in the Big Manistee River channel, at 226 meters (743 feet) above sea level (section 30 T23N R12W, Springville Township).

A second outwash plain is found at the central south part of the county (Henderson and Cherry Grove Townships). This outwash plain has many Kettlehole lakes and pits and extends northeast past Lakes Cadillac and Mitchell. A third outwash plain is around Long Lake and connects to the east to a large pitted outwash plain in Missaukee County. The Clam River draining Lake Cadillac connects the two outwash plains through a valley at E 34 Road.

A small area of Wexford County is a "Till Plain" in Cherry Grove Township, a small portion in Clam Lake Township, and south of the town of Boon. This is an area of the county where the pre-Wisconsin clay surface is still exposed – where erosion by the tributary streams of the Pine River washed away the thin outwash cover.

The area to the west and north of Lakes Cadillac and Mitchell (and along the Pine River in South Branch Township) have characteristics which are neither outwash plain nor till plain. This area has a thin veneer of outwash over the pre-Wisconsin clay surface.

Wexford County is a standard sized county, approximately 24 by 24 miles square, 575.4 square miles (368,257.78 acres) with 564.25 square miles (361,116.87

acres) as land and an inland water area of about 11.16 square miles (7,140.91 acres).

The county drainage system is a part of two major watersheds within Michigan: the Big Manistee River watershed (including drainage to the Pine River) and Muskegon River watershed (including Lakes Cadillac and Mitchell, and the Clam River).

Temperatures in Wexford County vary from a February minimum average of 7.9°F to a August maximum average of 76.7°F. The record low was -43°F in January 30, 1951, and record high of 104°F in July 13, 1936. The highest average monthly maximum temperature was 87.2°F recorded in July 1955, and the lowest average monthly minimum temperature was -4.5°F, recorded in February 1978. Wexford County experiences a lake effect from Lake Michigan influence on winter weather; providing increased cloudiness and snowfall. The lake effect has almost no affect in the summer. Wexford's climate is characterized by larger temperature ranges than in areas at the same latitude near the Great Lakes. Precipitation is well distributed throughout the year. The crop season, April-September, receives an average of 18.37 inches of rain, or 60% of the average annual total during the 1951-1980 period. In winter, the 1950-1951 through 1979-1980 average seasonal snowfall was 71.4 inches.

Chapter B2: History

FOLLOWING the last ice age, the area of Wexford was occupied by *Peleo* Indians and later early woodland cultures which left burial mounds in the area. Early historic Indians, the *Gaaching Ziibi Daawaa Anishnaabe* (Little River Band of Ottawa Indians), have occupied the area since.

The territory of Wexford came under British control through the 1763 Treaty of Paris and then United States control under the 1784 Treaty of Paris. During and before this era, French missionaries, and fur traders might have been in Wexford – mainly along the Big Manistee River. In 1836, the United States government purchased the land of Wexford County through the treaty of Washington from the Chippewas and Ottawas. Wexford then became a part of the Northwest Territory of the United States, and later, part of the Michigan territory. Wexford was a part of Michilimackinac County, Ottawa County (1849), Grand Traverse County (1853), Manistee County (1855) before becoming Wexford County in 1869 (in 1871 Missaukee County was established and, thus, no longer a part of Wexford). In 1848-52, the United States Government Land Office surveyed the county – establishing the square mile grid land development pattern. The GLO land survey . . . has a major influence on the development of the county, placement of rural roads, and property development.

In 1857, the Newago and Northport State Road was built, resulting in early settlement of Wexford along the county's west edge (mainly Sherman, which also was the first county seat) with the first European-descendent settler

in 1862. The Homestead Act enticed settlers to this part of Michigan. Every other square mile section was given, as a grant, to the Grand Rapids and Indiana Railroad. This had a profound impact on the pattern of early settlement and development in Wexford County – but apparently not long term impact as little remnants of the pattern of land grants are seen today. In 1871, the railroad was under construction leading to the settlement that became today's Cadillac. Cadillac was a town created and promoted through the efforts of the G. R. & I., and early industry was mainly timber-based. The original plan for Cadillac included a place for a county courthouse – which set off a multiple decade fight with Sherman for the county seat. That altercation resulted in politics at its worst, with several townships being created that would not have otherwise been. (The idea was to stack the deck with votes on the County Board of Supervisors at a time when each township supervisor was on the County Board of Supervisors). Some of the townships no longer exist. The county seat battle may have contributed to a larger number of townships, each with a smaller population, tax base, and thus resources for performing township government functions, compared to a number of surrounding counties. The resulting dispute included trying to build an alliance with Manton – which placed the county seat in that city for a short time before it ultimately moved to Cadillac.

In 1878, Ephraim Shay perfected his “Shay's locomotive”, which was particularly effective in operating on narrow gauge rail roads for purposes of lumbering. The lumbering industry was dominant in the county in the 1880s-1900 and saw an in-migration of Europeans of Swedish decent. In 1885, a second railroad, The Toledo & Cadillac Railroad Company, was organized and by 1894, was built to Frankfort. It later became the Toledo & Ann Arbor Railroad with car ferries across Lake Michigan. This railroad bypassed Sherman leading to that community's decline and to the existence of several new towns: Yuma, Boon, Harrietta, and Mesick.

In 1899, the Cadillac Club formed, the forerunner of the Cadillac Area Chamber of Commerce. It was also during this era when various machine manufacturing firms were successful in Cadillac. By the early 1900s, lumber was depleted and the timber industry was on the decline.

In the 1911 – 29 years after the county seat was moved to Cadillac – the Wexford County courthouse was finally built.

The depression saw the creation of the Huron-Manistee National Forest and the Fife Lake State Forest. Creation of public forests not only solved a major economic issue of the time, it created a lasting impact on the landscape of Wexford County. One can see photos of the area without any trees. The significance is these photos with few trees were taken a number of decades after the lumbermen left or stopped their timber harvest activity. This area was in need of major reforestation efforts, and soil erosion reclamation. In 1936,

the Cadillac Area Chamber's new directions led to forming a partnership with the Forest Service and CCC for the creation of the Caberfae Ski Area and led to promotion of the area as a tourist center.

Also during the Great Depression, the B.F. Goodrich Company moved to Cadillac. B. F. Goodrich Company would have a lasting impact on future industries and labor force skills in the Cadillac area: Cadillac Rubber & Plastics, Inc., Cadillac Molded Rubber, Michigan Rubber Products, Brooks + Perkins.

In the 1950s, the Cadillac Industrial Fund was created through the efforts of the Chamber. The idea for creation of the Industrial Fund was a product of Cadillac merchants. Merchants realized that to be successful – have more shoppers – there needed to be a growing number of base, or export-producing jobs. The idea was to create more base job wage earners who in turn shop in Cadillac. The idea to create a Downtown Development Authority (DDA), in the early 1970s, was a product of Cadillac area industrialists. Here the realization was a community's downtown is its “front door” and is important to attract people to an area. Attraction of people to an area is important, not just for tourism, but also to attract entrepreneurs to bring their industries to Cadillac. What attracts a tourist also attracts an industrialist. This same concept is what led to the creation of the Cadillac Area Visitors Bureau – to promote the area for tourism, conventions, and so on.

A symbiotic relationship between industry, commercial, and tourist segments of the economy also came to exist and to be recognized as important. A county can not afford to retain a quality environment without a strong economic base, and one can not retain a strong economic base without a quality environment. It appears both these concepts are historically a part of Cadillac's heritage. Cadillac, as a community, is fortunate to understand these principles and strive for that balance.

Chapter B3: Michigan Trend Future

A summary of the results of *Michigan's Trend Future Reports and Patterns on the Land: Our Choices--Our Future* project (Michigan Society of Planning Officials) is presented. The 10 key findings that may be most important in the *Michigan Trend Future Report* are:

1. Sprawl is the principal problem in Michigan and will get worse if current trends continue. Three regions face the greatest risk, southeast Michigan, western Michigan (Grand Rapids, Holland, Muskegon), and the greater Grand Traverse Bay region [of which Wexford County is on the southern fringe].
2. Sprawl is difficult to observe in an early form, as land fragmentation (if there were fences around the perimeter of every newly divided property you could see it). Fragmentation of resource lands (especially farmland, forest land and mineral lands) will result in steady declines in the relative significance of those industries and will have a

negative impact on tourism.

3. We are almost completely auto dependent and can expect significant increases in vehicle miles traveled, number of automobiles and trucks, commute times, and continued decreases in car pooling and mass transit.

4. There will be significant increases in infrastructure costs and declining ability to meet those costs. It appears that the principle reason costs are rising is because we are not following a "pay as we grow" principle.

5. There will be continued significant declines in population in older central cities and increases in families in poverty and in concentrations of racial minorities.

6. There will be continued decreases in biodiversity mostly as a result of many new forest openings and increased conflicts over multi-use of public lands.

7. The present institutional structure (for planning, land use, intergovernmental coordination) does not work and cannot work without reform. (The two top items which were revealed from the Michigan *Relative Risk Management Report* were the "lack of integrated and coordinated land use planning" and the "degradation of urban environment.")

8. The present mix of interest groups is not sufficient to resolve current institutional structural defects.

9. There is a lot of attention on land use issues, but legislative efforts are for the most part premature--the necessary understanding and support base is not in place nor up to speed.

10. Current trends are creating a myriad problems that will be laid at the feet of our children who will have fewer choices available to deal with them.

The chapter reviews in detail the Michigan trends starting with the first period (initial settlement 1840-1900); second period (industrialization/urbanization 1900-1960) and third period (post-industrial age 1960-present).

Finally, it presents projections for the future **if those trends continue**: Continued shift of jobs from the industrial to service sectors; more low density housing; decentralized government services; auto dependency; infrastructure following (not leading) development; more rural residents wanting urban services; loss of a relationship between land use and land resource base; increased popular resistance to change (not in my back yard, last one in, attitudes); a major population change is expected in northern lower Michigan (growth) with a disproportionately larger amount of land to accommodate that growth than has occurred in the past; and employment gains expected in southern Michigan urban areas.

This chapter also summarized the *Michigan Land Resource Project*: Michigan's land based industries (agriculture, forestry, mining, and tourism) accounts for 30% of the state's economy - \$63 billion annually. Land use change is a significant issue that can have a profound impact on these industries in the future. Land-based industries also contribute to the scenic virtues of Michigan.

The *Resource Project* took historic land use change

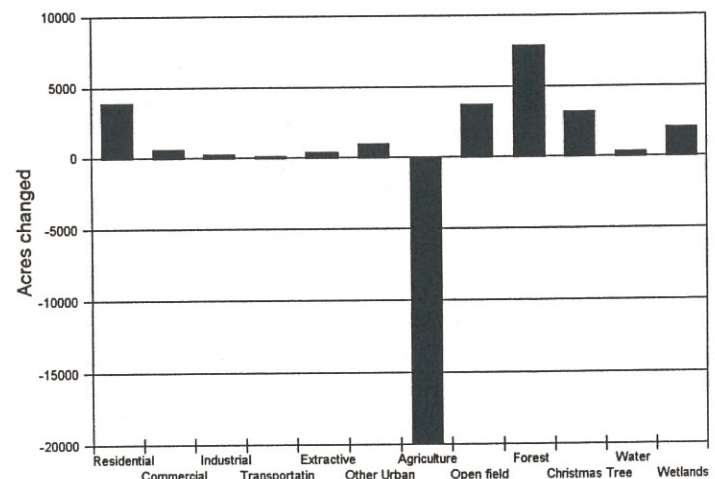
(available in 17 counties) and used that change analysis to project land use change state-wide. Findings were that there is a state-wide average of land development increasing eight times the population growth, and 8:1 ratio. A healthy growing city would have a ratio of 2:1. In the Detroit metropolitan area the ratio is 13:1. In the future Michigan will lose 1.9 million acres of agriculture land, 1.3 million acres of private forest land, 0.7 million acres of other vegetative-cover lands, 0.2 million acres of wetlands, and will have a 4.1 million acre gain in built-up lands.

The projection suggests future development will occur along roads and water bodies. There will be an increase in the number and types of conflicts between neighbors and industries. Distances between support industries and businesses will increase, thus transportation costs will go up, resulting in a cut to profits. Land base industry will be priced out of the market for purposes of buying land. Habitat and diversity will diminish. The greater the rate of sprawl results in a greater rate of abandonment of core communities (cities). The city's traditional defense against abandonment is to be elastic through annexing new development. But that can not be done in Michigan. Communities in Michigan have to get past the local turf fights. Not to do so will result in Michigan heading down a road that will not work for the state's economy and will not work for the state's environment.

Chapter B4: Land Use

USE of land changes over time. In Wexford County, 62 square miles of land has changed use or cover over a 20 year period.

Land Use Cover Change
1978 to 1998/99

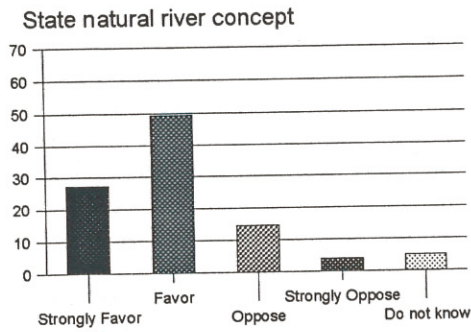


Changes from 1978 to 1998/99 can be summarized with the following points:

- Nearly 31 square miles (19,880 acres) of agricultural lands were lost in Wexford County from 1978 to 1998/99. That is an average of a 2¾ acre farmland

loss per day.

- In most areas of Wexford County, farmland loss is not a result of urbanization or sprawl. Sprawl appears to only be happening around the City of Cadillac area, and impacting farmland loss in Clam Lake Township. Most of the county is seeing a loss of farmland for other reasons, with former farmland now being grass/shrub land (52%) and forest (39%).
- A high proportion of former farmland in the Manton and M-42 corridor area has been divided into 10± acre parcels (5 to 35 acres). This rural “sprawl” is a major contributor to farmland loss. The 10± acre parcels are too big for a dwelling, but too small for farm operations.
- In the west and south part of the county, former farmland has not been divided into 10± acre parcels as much. This leaves the most likely reason loss of farmland occurs due to farming does not make a profit leading one to choose to stop farming, or heirs choosing not to farm when a farmer becomes old.
- Farmland devoted to Christmas Tree production increased.
- Deciduous forest in Wexford received the second largest loss with 9.6 fewer square miles (6,147.75 fewer acres) of broadleaf forest. The area of the county which is classified as forested (70⅓%) is a much greater area, so the percentage of loss is only 3.4%.
- Less than normal change occurred in Hanover, South Branch and Henderson Townships. Moderately low change occurred in Slagle, Boon, Springville, Colfax and Greenwood Townships.
- The second largest gain in the county was in urbanization (residential, commercial/services/institutional, industrial, transportation/utilities, extractive (sand or gravel pits), and other (cemeteries, parks, recreation areas) land use/cover categories). An additional 9.4 square miles (6,012¼ acres) have become urbanized. This represents a 56¾% increase over the urban areas in 1978. Today, there is 4½% of the county in urban land use categories, about 26 square miles (16,606 acres).
- Lands that have become urbanized were, in 1978, mainly forest and grass/shrub. About 24% was agricultural land uses.
- Sprawl has become a buzz word for a type of development which has bad connotations. However, not all sprawl is “bad.” Sprawl is a necessary part of what happens when a community grows. In one view, sprawl becomes “bad” when it happens without the corresponding growth. In that case one has urban development spreading out on the land (more roads, sewer, water pipes) with additional public costs without the increased number of people to pay taxes to pay for those services. This has been happening in Michigan.
- Residential increased by about 6 square miles (3,853 acres) from 1978 to 1998/99, a 57½% increase over 1978. Wexford’s population grew 21½% during 1980-2000. Residential growth, by itself, can be considered the third largest land use/cover growth change in Wexford County, even though some may consider it a subset of “urban.”
- Residential sprawl – in terms of disconnected concentrated residential development (subdivisions, around lakes, etc.) – appears most prevalent in the south two thirds of Haring Township and the north half of Clam Lake Township.
- Residential sprawl – in terms of appearance of unplanned rural lineal development along roads – is most prevalent in the Haring, Clam Lake, Cherry Grove, and Selma Townships. However, less prevalent, it is also seen around Manton (Cedar Creek Township), and around Mesick. This feature of the landscape was almost non-existent in 1978.
- Creation of an Urban Growth Boundary has been a very successful tool in other communities to manage growth so that it does not occur in a sprawl fashion. Four possible Urban Growth Boundaries around Cadillac are presented to start such discussion
- “Other urban” (cemeteries, parks, recreation areas) grew by almost 1.4 square miles (928.6 acres) from 1978-1998/99 – a 95% increase over 1978 land uses. Much of this growth can be attributed to new golf courses, Caberfae Resort, and the Buckley Engine Show grounds.
- Two square miles (1,321 acres, or ⅓% of the county) is commercial/service/institutional. Commercial land use grew 0.94 square miles (602 acres) for a 83% growth over 1978 land used for commercial land uses.
- One and a half square miles (961½ acres, or ¼% of the county) is industrial. This land use category increased ⅓ of a square mile (216 acres) in the 20-year study period. That represents a 29% growth rate over the 1978 area of industrial land use.
- Grass/shrub land is the third largest gain with an additional 5¼ square miles (3,685.3 acres, or 11% of the county) in this land use/cover category. The rate of change is 10% over the 1978 land area. Most of the gain in rangelands/fields/grassland came from agriculture loss. About 17% square miles (11,288 acres, or 51.797% of the total grassland gain) was from agriculture land uses.



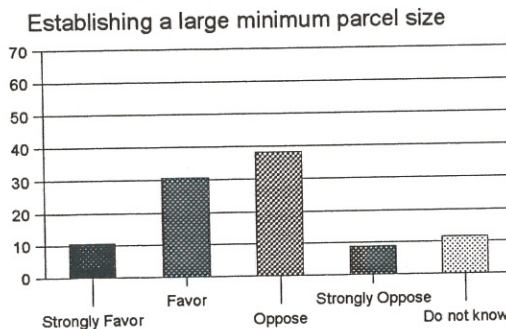
December 2000 Wexford County public opinion survey results.

- A major part of a county plan is a future land use map that should be drawn based on an analysis of natural and cultural resources.

Chapter B5: Natural Resources

WEXFORD County is divided between two major drainage areas –watersheds: the Big Manistee River and the Muskegon River (Clam River/Lakes Cadillac/Mitchell). The Pine River in Wexford County is a federal Wild and Scenic River. The Big Manistee River is also under study by the DNR for designation as a state Natural River. The area under consideration includes all of the river in Wexford County and an unknown number of tributaries.

The county has seven major wetlands, or wetland networks, four of which should receive special attention: Brandy Brook; Heritage-Cadillac Nature Study Area; the bayous and valley associated with the Big Manistee and Pine

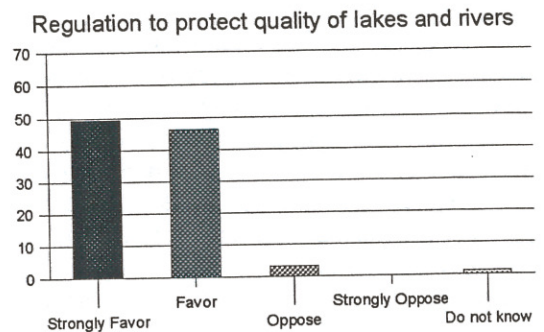


December 2000 Wexford County public opinion survey results.

Rivers; and the network of wetlands which are headwaters to Silver Creek and feeders, Buttermilk Creek feeders, and to the west of Manton Creek.

There are 11 major lakes in Wexford County, mostly shallow and very susceptible to pollution or accelerated aging resulting from man's activity around them.

All the streams in Wexford County are quality trout streams because of abundant groundwater discharge into the surface water resulting in cold water streams. With this



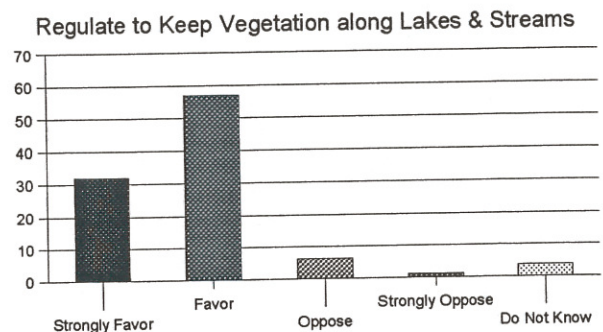
December 2000 Wexford County public opinion survey results.

situation, it is very important – from a fisheries perspective – to protect groundwater and stream edges. Especially vulnerable is the Clam River due to warm water from Lakes Cadillac and Mitchell, warm water discharges from industries, city wastewater treatment plant, and storm drains.

People choose to vacation and live on inland lakes due to the water quality. Studies have shown there is a direct link between water quality and economic health (property value, attractiveness to tourists and new business owners) to an area.

Causes of surface water pollution often come from single family home land uses and are aggravated by steep slopes, clay soils, impervious surfaces near the water (sidewalks, decks, driveway, clay soils, roof, etc.), fertility of soils, malfunctioning septic drain fields, driveway/parking area drainage, pesticide/fertilizer storage losses, and leaking fuel tanks.

Classic recommendations for areas of predominantly sandy soils to prevent pollution to surface water are: a 5-10 foot buffer strip where no fertilizer is applied, zero



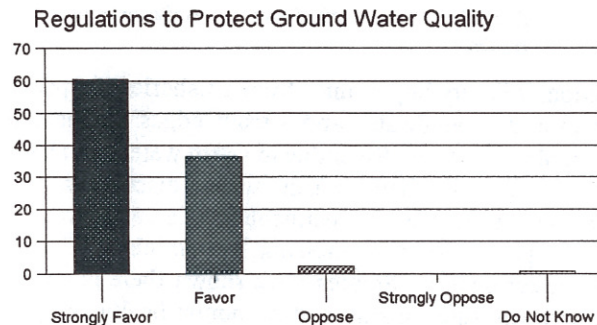
phosphorus fertilizer is used, less than 1 to 4 pounds of nitrogen fertilizer per 1,000 square feet is used, a minimum parcel size should be 15,000 square feet, minimum of 100 feet wide water front parcels, minimum set-backs from surface water should be 50 feet for buildings and 100 feet for nutrient sources, minimum vegetation belt of 20 feet in width with natural woody vegetation not allow use of dry wells, larger sized soil absorption system (drain field), septic tanks should be pumped every one to five years and the scum and sludge depth should be measured once a year.

Lakes Cadillac and Mitchell water levels are controlled

as a result of a September 1967 Circuit Court order, implemented by the Wexford County Drain Commissioner. The lake is set at a minimum summer water level of 1,289.7 feet above sea level and a maximum summer level of 1,290.

Groundwater and surface water are directly linked in Wexford County. There is no truly impervious clay layer between groundwater and the surface of the ground. Groundwater is vulnerable to contamination from activities taking place on the surface.

Groundwater movement is not just horizontally or from



December 2000 Wexford County public opinion survey results.

side-to-side. It is also important to recognize groundwater moves up and down.

Groundwater protection should be done on a county-wide basis where sandy soil predominates. This means groundwater protection regulations should be adopted everywhere as well as a county-wide education program.

In addition, municipal water supplies (public drinking water, Type I wells) should have an even greater level of protection; a community wellhead protection program.

The Cadillac City wellfield, in the industrial park, is also in the vicinity of several groundwater contamination plumes. City drinking water and wells in use have not been contaminated.

The United States Environmental Protection Agency (EPA) designated two Superfund Sites in the Cadillac Industrial Park: (1) Northern Platers, and (2) Greater Cadillac Area Groundwater Contamination

Litigation over clean up of the superfund sites was not making progress toward cleanup. The alternative, in place at this time, is an area-wide soil-groundwater remediation facility – Cadillac Renewable Energy. The Co-generation plant represents new tax base, captured through a Local Development Finance Authority (LDFA), and the funds used to finance a groundwater cleanup system. (The Cadillac Renewable Energy plant, itself, does not clean up any groundwater.)

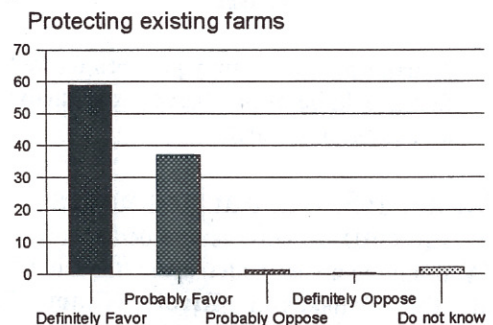
The groundwater clean-up plant has been reducing levels of contamination from 1996-1999. Specifically GWTO organodics, purge well organodics shallow aquifer, purge well organodics, purge well organodics shallow aquifer, purge well organodics intermediate aquifer, and GWTP chromium.

The common septic tank and drain field or dry well

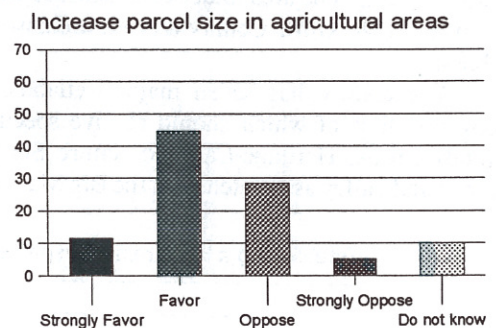
which is often the minimum requirement of county health codes has been termed as “state of the art 1910 technology.” Today technology exists which is far more effective at treating sewage on site, often better than public sewage systems, for homes, and commercial establishments including restaurants.

Soil is an important part of rural planning, and is used here to show areas of the county that are best for farm, forestry, development; and poor for septic systems, development, and so on.

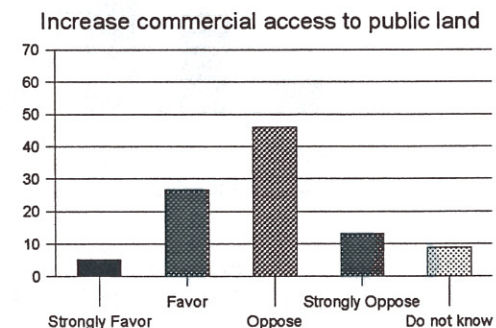
There are significant areas of Wexford County where septic use should not take place; where slopes are too steep for development.



December 2000 Wexford County public opinion survey results.



December 2000 Wexford County public opinion survey results.



December 2000 Wexford County public opinion survey results.

Prime farmland exists in Wexford County – mainly in Clam Lake and Wexford Townships.

Prime timberlands exist in the same areas, as well as,

in Antioch, Boon, Springville, Slagle, and Henderson townships.

Gravel, sand, and oil & gas extraction exists in Wexford, but is relatively minor in terms of number of jobs and level of activity.

Chapter B6: Environment

THE County's role in many environmental enforcement activities is minor. A county can provide the following roles: (1) to provide assistance to citizens wishing to comply with the various regulations, (2) cooperate with state agencies responsible for the various regulations, and (3) take care not to contravene those various regulations with local zoning and plans.

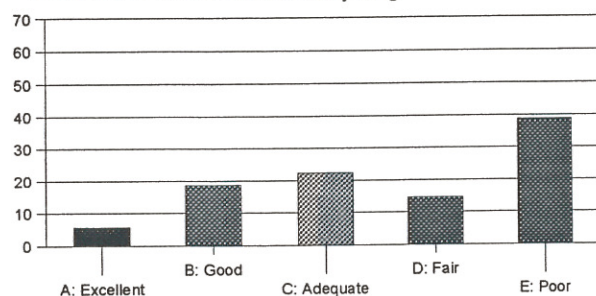
The county planning commission has a statutory function to be the county agency which is responsible for coordination and review of capital expenditures – including state and federal agencies. The Planning Commission should take a pro-active role in reviewing state and federal letters seeking public comment on projects, initiatives, and purchase or trade of lands.

The county enforces and sells permits for Soil and Sedimentation Control and for Septic Tanks and water wells. However, in both cases the county is enforcing state statute and has little latitude.

Oil and Gas well drilling, operation, exploration, etc. is under the exclusive jurisdiction of the State Supervisor of Wells (director of the Department of Environmental Quality). Local zoning in a county or township does not have jurisdiction.

Other environmental regulations (dredging, fill, air and water quality, wetland protection, adulteration of water bodies, etc.) are enforced by state agencies, but have provisions for local government comment, review, and influence. To be effective, local government must protect its credibility, direct comment to compliance with the standards which are used to determine if the permit should be issued or not.

Satisfaction with Wexford Recycling



December 2000 Wexford County public opinion survey results.

The county is responsible for development of a solid waste plan that deals with collection and disposal of garbage, transporting solid waste across county lines, siting and expansion of landfills, recycling, source reduction, and so on. (The Department of Environmental Quality jurisdiction

focuses on landfill design, licensing and operation.)

Wexford County public landfill has built cell space to handle solid waste, at today's volumes, for 10 years, and has adequate land area to provide future capacity for over 20 years. At the present time, landfilling is the most economically viable option for final disposal.

Transportation and collection of solid waste is undertaken effectively throughout the private sector.

Missaukee County can bring solid waste into Wexford County, subject to a negotiated agreement.

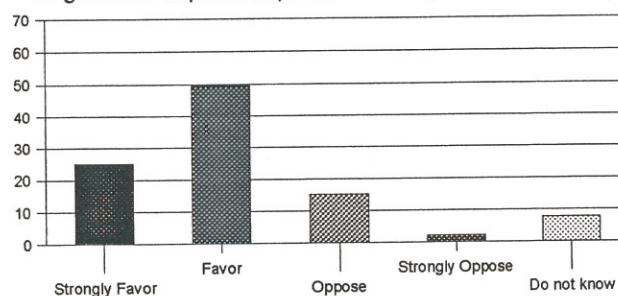
The county has two recycling drop off sites and is looking at the possibility of six recycling drop off sites (two in the Cadillac area, one each at Buckley, Mesick, Manton, and Harrietta) in addition to a main site or material recycling facility.

There is a need to provide hazardous waste collection and disposal opportunities to the County's residents. The Wexford County Department of Public Works and City of Cadillac is in the second year of a seven year grant to provide for hazardous waste collection and disposal.

Chapter B7: Ecology, Habitat, Scenic Resources

WEXFORD County was inventoried for identification of habitats, endangered species, archaeological sites,

Regulations to protect special and unique environments

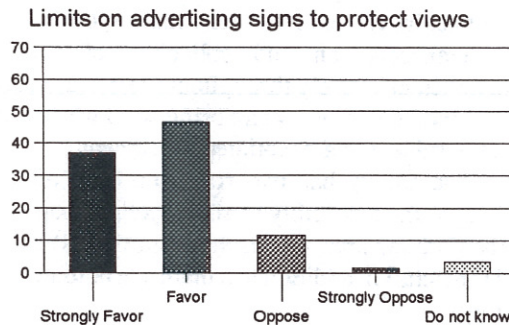


December 2000 Wexford County public opinion survey results.

historic sites, cultural amenities, scenic areas, land type associations, landforms, geology, and hydrology. Then various organizations were contacted to nominate areas. The result was a list of special and unique areas in Wexford County:

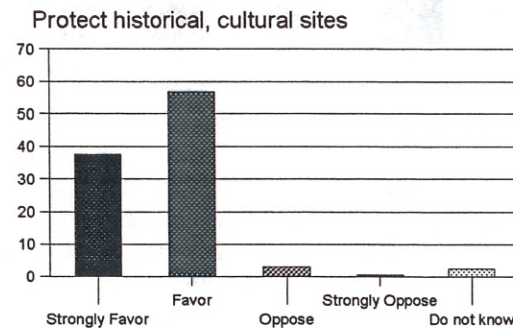
- 1HER Big Manistee River (including Pine River)
- 2ESRBriar Hills
- 3ERT Caberfae Hills
- 4ERT Long Lake
- 5ET Pine River Experimental Forest
- 6ET Olga Lake (centered in Lake County)
- 7E Thousand Acre Swamp (a.k.a. Brandy Brook Waterfowl Area, Mitchell Creek Waterfowl Area)
- 8E Heritage-Cadillac Nature Study
- 9E Wheatland-Mystic Area
- 10E North Branch Pine River Swamp

- 11T Wheeler-Anderson Area
- 12T Greenwood Area
- 13T Chase Creek Area
- 14T Stoddard Lake Area
- 15T Briar Hills Area



December 2000 Wexford County public opinion survey results.

- 16S White Pine Trail (former railroad grade)
- 17S Caberfae Highway (M-55) (No. 25 Rd to M-37)
- 18S W 40 Road (S 13 (Caberfae) Road to S 23 Road)
- 19S S & N 17 Road (W 30 Road (Coates Highway) to W 24 Road)
- 20S W 38 Road (S 15½ Road to S 11¼ (Caberfae) Road)
- 21S S 49 Road (Seeley Road) (E 48 (McBain) Road to E 52 (County Line) Road)
- 22S E 22 & E 20½ Roads (N 33 to N 39 Roads)
- 23S S 13 Road & 11¼ Road (Caberfae Road, Old State Highway) (W 48 (Hoxeyville) Road to W 32 Road)
- 24S N 17 Road & W 10 Road & N 19 Road (W 6 to ¼ mile north of W 14 Road)
- 25E Adams Creek
- 26E Slagle Creek
- 27E Arquilla Creek
- 28E Pine River tributaries (Dowling, Poplar, and Hoxey Creeks)
- 29E Manton (Cedar) Creek



December 2000 Wexford County public opinion survey results.

- 30H Cadillac City Hall (201 North Mitchell Street, Cadillac.)
- 31H Cobbs, Frank J. House (407 East Chapin Street, Cadillac)
- 32H Elks Temple Building (122 South Mitchell Street, Cadillac.)
- 33H Masonic Temple Building (122-126 North Mitchell Street, Cadillac)
- 34H Mitchell, Charles T., House. (118 North Shelby Street, Cadillac.)
- 35H Shay Locomotive. (Cass Street, in the city park, Cadillac.)
- 36H Cadillac Public Library (127 Beech Street, half block east of Mitchell Street, Cadillac.)
- 37H Clam Lake Canal (Northeast of 6093 M-115, Cadillac.)
- 38H Cobbs and Mitchell, Inc. Building (100 East Chapin, west of Mitchell Street, Cadillac.)
- 39H Greenwood Disciples of Christ Church (7303 North 35 Road, Greenwood Township.)
- 40H Manton Fire Barn and City Hall (Southeast corner of West Main and State Street, Manton.)
- 41H Cadillac Historic District
- 42H Harrietta Fish Hatchery
- 43H Coates Highway (W 30 Road, S 23 Road, W and E 34 Road (Boon Road)).
- 42 [Not Mapped] Buckley farm area, Southeast Cadillac farm area

Chapter B8: Population

IN the past ten years, the United States' population grew 13.2%, Michigan's population grew 6.9%, and Wexford County grew at a rate of 15.6%.

In Michigan 30 percent more houses have been constructed to accommodate a three percent population growth. This means more homes, more infrastructure and services (roads, sewers, police, etc.), but not more people to pay the additional taxes for the infrastructure and services. Thus, service suffers, is reduced, or taxes go up.

Fewer people per house with new houses on larger parcels of land occurs more often: the percentage of married households has dropped (divorce), the average size of families continues to decrease, there are fewer households with children, young (20 to 30 year olds) are getting married later in life and are having children later or are not having children, and senior citizens are living longer and are healthier.

Census Data Advance Final Counts:

Political Subdivision	1940 Pop.	1950 Pop.	1960 Pop.	1970 Pop.	1980 Pop.	1990 Pop.	2000 Pop.	% Pop. Change 1990-2000
Wexford County (83)	17,936	18,628	18,475	19,717	25,102	26,367	30,484	15.61%

(Source: 2000 U.S. Census)

Most of the new people moving to Wexford County from urban areas are from southern Michigan cities. Reasons for moving to rural areas fall into three main

categories: employment, retirement, or getting away from the city.

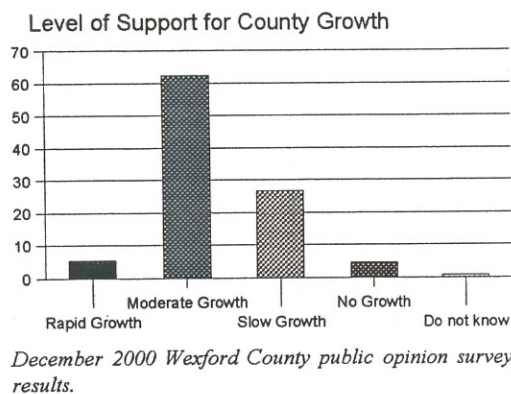
Population Estimates for Wexford County:

1990 Census	1991 estimate	1992 estimate	1993 estimate	1994 estimate	1995 estimate	1996 estimate	1997 estimate	1998 estimate	1999 estimate	2000 Census
26,360	26,683	27,061	27,587	28,111	28,542	28,720	29,152	29,118	29,560	30,484

Population Projections for Wexford County:

2000 Census	2010 projection	2020 projection	2030 projection	Percent change 2000-2010	
30,484	33,427	36,362	39,285	9.65%	low
	35,844	40,677	46,385	17.58%	probable
	40,128	48,982	60,659	31.64%	high

Based on these projections, by the year 2010, Wexford will have an estimated 1,340 new families, 482 new preschoolers, 1,447 K-12 students, and will need 402 more acres of residential land, 16 more acres for service businesses, 10 acres of retail businesses (just to service the new Wexford population – not counting surrounding county growth).



Wexford has an annual average of 27% additional people in the county (37,998 total people in the county) as tourists, business travelers, and summer home owners. The summer peak can be as high as 81% (52,769 people). This can increase infrastructure, service, retail needs in the county.

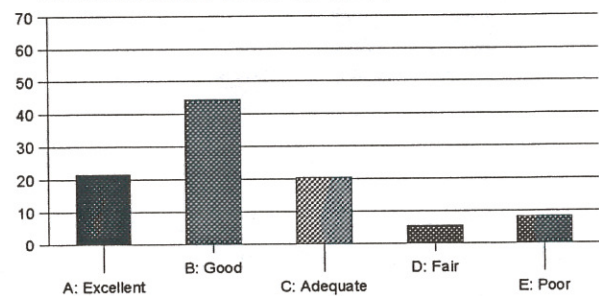
New housing development will not generate the taxes to pay for all the needed additional public services. Projected cost of additional services for the 2010 demand will be \$9,242,067 with tax from new homes generating a projected \$8,576,820 in revenue. Commercial and industrial development will need to make up the difference.

The projected cost for Wexford County government to provide its share of the new services will be \$2,042,860, while tax revenue from new homes is projected to be \$1,797,048.

Chapter B9: Human Services

At Mercy Hospital, 28 percent of its patients are Medicaid eligible – about twice the average for Michigan.

Higher (than the state average) percentage of

Satisfaction with Access to, Quality of Health Care

respondents:

- smoke in Wexford County;
- were told their cholesterol was high;
- have no health care insurance coverage.

The county has a "Health Professional Shortage Areas (HPSA)" designation in four of its townships.

The county, as a whole, qualifies for a "partial Primary Care Health Professional Shortage Designation" based on provider (doctors)-to-population ratios.

The county has a "full county designation for Dental Care Health Professional Shortage Area."

Wexford's leading causes of death are cancer, ischemic heart disease (coronary artery disease), cerebrovascular disease (stroke).

The leading factors that contribute to cancer, heart disease, and strokes are:

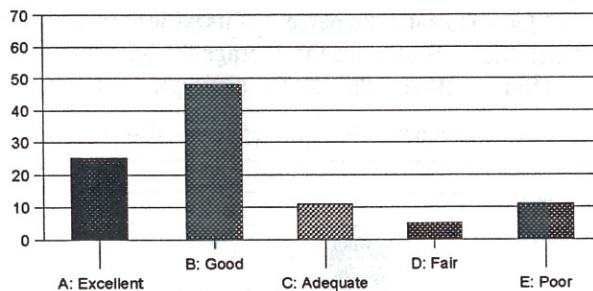
- Smoking – which is much higher than the state average in Wexford, and particularly high among young adults (18 to 24 years of age);
- Inactivity (lack of exercise);
- Overweight/obesity – where 39% of people in Wexford are **not** overweight or obese which is about average for the state but Michigan is low compared to the nation;
- High blood pressure – 25% of people in Wexford County;
- High cholesterol – 32% of people in Wexford County; and
- Diabetes – 4% of people in Wexford County.

Alcohol and drug abuse is suspected to be involved in two-thirds of all the court case load (delinquency, abuse, neglect, circuit court criminal matters) in Wexford County.

The majority of the public (40%) rates various health services highly and rates 9-1-1 Emergency service as "excellent" and access to health care and quality of health care rated by about 44% as "good".

An estimated 180 developmentally disabled adults and 40-50 children are in Wexford and Missaukee Counties.

Satisfaction with Local Schools



December 2000 Wexford County public opinion survey results.

K-12 public schools in Wexford service 5,825 and parochial schools service 306 students.

Public school per student funding ranges from \$5,170 to \$5,462.

Graduation rate ranges from 79.2% to 91.5%.

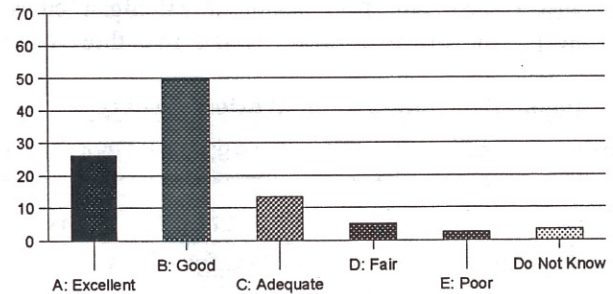
Wexford County has an aging population which leads to increased demand for nursing home care, home nursing care, and assisted living facilities.

In 2000 the Wexford-Missaukee Counties Human Services Collaborating Body established the following community needs as priorities:

1. Family Support "Communities That Care™ (juvenile delinquency).

2. Teenager support system (maximize opportunities for teens to be involved in the community)
3. Diversity Training (increase tolerance and understanding of different racial, ethnic, social groups and populations.
4. Housing
5. Violence Prevention

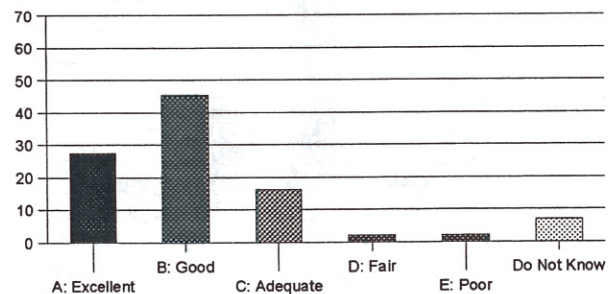
Satisfaction with Cadillac or Manton Police Services



December 2000 Wexford County public opinion survey results.

6. Staff Education (to provide more effective referral to clients to avoid a person going to the incorrect agency for a particular service)
6. (tie) Asset Identification
7. Teen Pregnancy
7. (tie) Dental Services

Satisfaction with Wexford Sheriff Police Services



December 2000 Wexford County public opinion survey results.

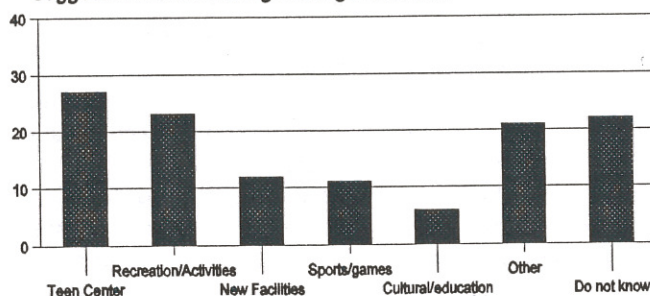
Accurate data on crime and social causes of crime is very difficult to produce, and when done data is illusive. There are several reasons for this: small numbers in a rural area means a very small change can create a large change in percentages; raw numbers can not be equitably compared; crime statistics change as a result of a change in a policy of a prosecuting attorney, when criminal law changes, the number of police present in a community.

Crime and juvenile crime in Wexford County peaked in 1997 and has now started a downward trend.

Most crime is a result of "bad choices" made under the influence of drugs or alcohol..

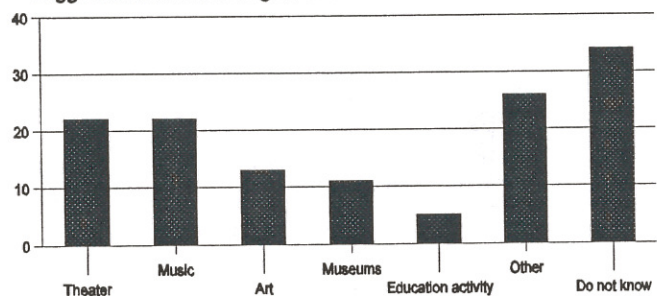
About 75% of juveniles never re-offend, and most first-time offenders have some sort of substance abuse or family

Suggestions for Increasing Teenager Activities



December 2000 Wexford County public opinion survey results.

Suggestions for Increasing Culture



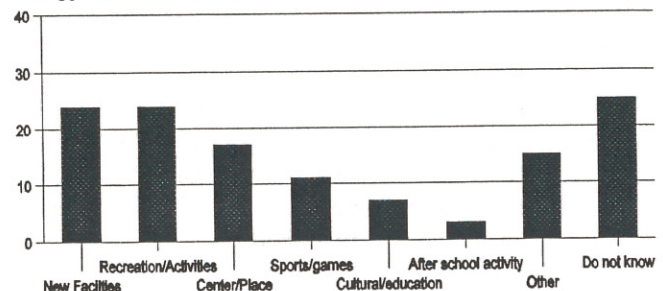
December 2000 Wexford County public opinion survey results.

problems. (About 2/3 to 3/4 of cases in Family Court involved some sort of family breakup or abuse problem.)

Wexford County has a higher number of police officers per population than the surrounding counties.

The Missaukee-Wexford Multi-Purpose Collaborative Body placed the issue of juvenile crime as a high priority and created a task force, developed a program, and received a grant to implement a Communities That Care™ process to reduce juvenile crime. Communities That Care™ is a system that provides research-based tools to help communities promote the positive development of children and youth, and prevent adolescent substance abuse, delinquency, teen pregnancy, school dropout, and violence.

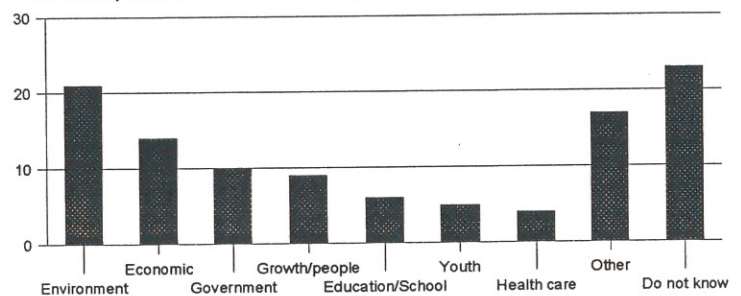
Suggestions for more Children Activities



December 2000 Wexford County public opinion survey results.

Wexford County is home to a satellite office of a community college, a private college, a county-owned district library system, eight civic/service clubs, three veterans organizations, six fraternal organizations, nine music/art associations, five youth organizations, three senior/elderly clubs, and Christian churches of 23 denominations.

Most Important Issue for Quality of Life

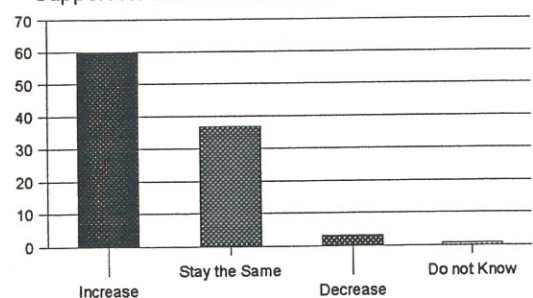


The above shows the response to the opinion survey question "What do you believe is the most important issue affecting the quality of life in Wexford County".

The residents of the county feel there is a need for (in order of level of support) more activities for teenagers, better coordination of city/county planning, more activities for children, more land as "open space," more cultural enrichment, and more parks.

Chapter B10: Economics

Support for increase in factories/businesses



December 2000 Wexford County public opinion survey results.

CADILLAC dominates Wexford County for location of industrial and "economic base" jobs: 19.7% of the county tax base is from industrial property (12.5%

commercial); three out of five industrial parks are in Cadillac; all of the 10 largest employers in the county are in Cadillac; eight of the 10 largest taxpayers in the county are manufacturers.

The Cadillac urban area is the dominant location for employment. The remainder of Wexford County is a bedroom community to Cadillac or Traverse City. Reported commuting times also support Cadillac's economic dominance in the county and that the rest of the county are bedroom communities.

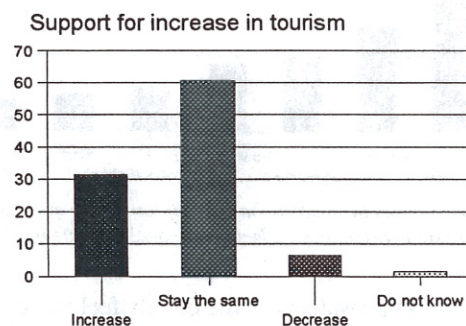
Wexford area has seen a strong retail and service growth – reflecting both a nation-wide trend and Cadillac's becoming a regional retail-service center.

Family income for the county at \$51,542 (average 1999) and \$40,236 (median 1999) meaning an average family can afford housing priced at an average of \$100,590 to \$239,7325.

Wexford has many low paying jobs or jobs which provide poor benefits, resulting in over 1,159 households receiving food stamps.

Cadillac urban area is a mini-governmental center.

Wexford County is among the top counties in the state



December 2000 Wexford County public opinion survey results.

(varies from year-to-year from #1 to #3 county) in Christmas Tree production. Christmas trees in northwest Michigan can have a greater value than the cherry industry.

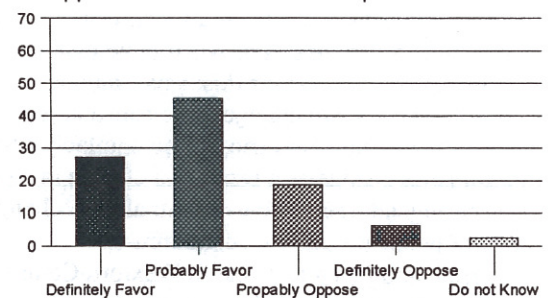
Employment directly related to tourism accounts for 2,785 jobs, or 15% of the labor force.

About 17,410 of the jobs in the 22,544 job Wexford-Missaukee labor market area are located in Wexford County. Annual average unemployment rate has ranged from 10.22% in 1995 to 6.04% in 2000 (2,090 to 1,360 unemployed).

A higher proportion of the labor force is in professions of sales, services, farming, forestry, and machine operators assemblers, equipment handlers, laborers than exists on a statewide average.

Wexford-Missaukee's economic sectors are proportionally larger than the Michigan average for agriculture/forestry/mining, construction, wholesale and retail, health and education, and government.

Support for Commercial Development



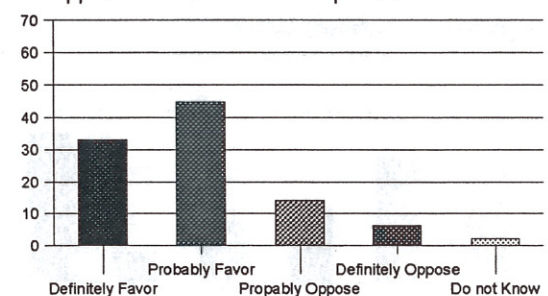
December 2000 Wexford County public opinion survey results.

In the future, it is anticipated that employees will be following two career paths.

1. "High tech" characterized by high pay, high levels of education, computer use and programing, need for Internet access, and the possibility of telecommuting.
2. "Service" oriented characterized by low paying jobs, low amount of education needed, and ability to use a computer.

Futurists further predict that the continued growth of "high tech" jobs will continue to bring about additional changes: virtual office, less significance in the meaning "going to work" virtual companies with employees scattered

Support for Industrial Development



December 2000 Wexford County public opinion survey results.

worldwide. People can choose to live where they want.

More and more northern Michigan's economic development is dependant on our good looks.

An employer wants new employees who can think, solve problems, work as a team member, people who can learn, and have a high level of work ethic and work habits. Industrialists in Wexford County indicate that people in the northern Midwest United States have traditionally had a work ethic which is as good as it gets. That has often been reason – and sometimes the only reason – an industry locates in Wexford. An employer can not, or will not, teach work ethics. That attribute needs to come from one's school, church, or family before entering the workforce.

Chapter B11: Housing

THERE is a moderate need for housing in all income levels. The highest need is for housing 1,300 to 1,500 square feet and in the \$70,000 range.

There is a lack of up-scale housing. This has become one of the reasons employers in Wexford County have had difficulty attracting upper management, engineers, and similar types of employees to the area.

The greater Cadillac area will see population growth driven by:

- Employment opportunities created by the manufacturing sector of the economy,
- Increased desirability of the area for retirement purposes, and
- Construction of additional regional transportation access which is expected to bring additional employment growth.

New jobs created in the Cadillac area will create a demand for more affordable housing units.

Rental units are in tight supply. There are only 10 units of subsidized housing currently available and there exists a waiting list estimated to contain 100 or more households.

A total of 220 to 335 units of owner occupied housing units, 44 to 67 units per year, will be needed to satisfy the unfulfilled housing demand.

A total of 197 to 235 of rental housing units will be needed, 27 to 35 units per year, to meet projected unfulfilled demand.

"Improving the availability of affordable housing in the county" is given the highest importance rating by about one half of the public, with only about 10 percent choosing one of the two lowest importance scores to describe their views according to the public opinion survey.

Very few people believe "improving the availability of upscale or high cost housing in the county" is "very important." More than 55 percent report that this change "not too important" or "not at all important" to the county's future.

Over 260 people were homeless in Wexford County in 1999-2000.

People in Wexford are homeless because (1) eviction by a landlord, (2) job loss, (3) divorce/separation, and (4) unable to relocate, landlord selling property, kicked out of home, and domestic abuse.

Shelters which are available in Wexford and Missaukee Counties for homeless include 25 emergency shelter beds and 22 transitional housing beds.

During the 1999-2000 fiscal year, 49 families and 37 individuals were turned away from emergency shelter services due to lack of affordable housing, individuals lacking credit criteria, lack of money by the shelter agency.

In 1999 there was 975 zoning permits issued, 1,139 construction code permits issued. Of those 195 was for new

stick-built and pre-fab homes, 142 for modular and mobile homes, and 45 for commercial buildings.

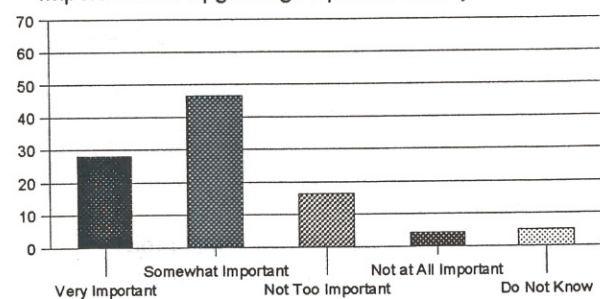
Chapter B12: Infrastructure

WEXFORD county is serviced by the Tuscola & Saginaw Bay Railway Company from Clare, Mt. Pleasant, Midland and points south to Traverse City, Yuma, and toward Petoskey.

The rail north of Yuma has been removed and has potential for a rail-to-trail transition.

Wexford supports several trails (snowmobile, bike, hiking, etc.): White Pine Trail, round-the-lake bike route, Keith McKellop Walkway, Cadillac Heritage Nature Study Area, Clam River Greenway, Cadillac Pathway, North

Importance of Upgrading Airport to County's Future



Country Trail, Manistee River Trail, Manton Pathways, Missaukee Junction Off-Road Vehicle trails, snowmobile trail system, Cadillac Cross-Country Ski Trail and others.

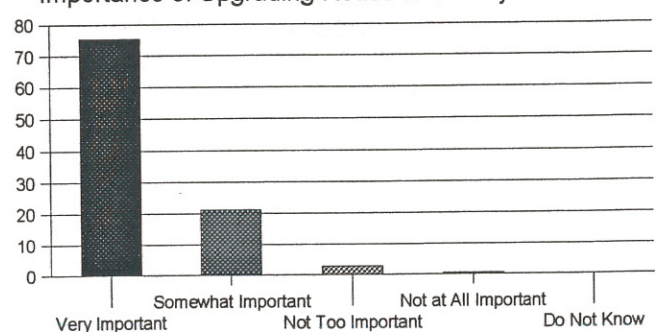
The Wexford County Airport serves general aviation, corporate flying, and pilot training activities. It is on land owned by the City of Cadillac and Wexford County.

Cadillac-Wexford Transit Authority Inc., (Dial-A-Ride) provides on demand door-to-door service throughout the county.

The county is served by five state/federal highways U.S.-131, M-115, M-55, M-37, and M-42.

All-season state and county roads (not subject to Frost Laws) are US-131; M-115; M-55; M-37; and parts of E 34

Importance of Upgrading Roads to County's Future

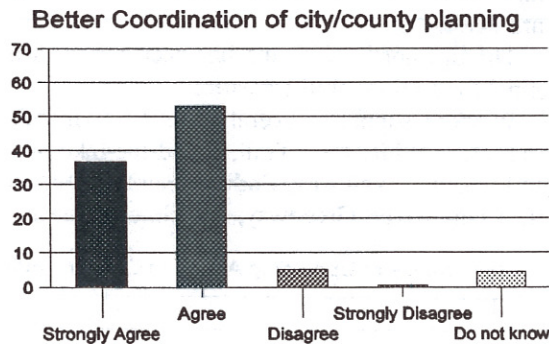


December 2000 Wexford County public opinion survey results.

Road (Boon Road); E 36 Road (Thirteenth Street); S 45 Road (Crosby Road); S 41½ Road (Mackinaw Trail); E 48 Road

(McBain Road); S 47 Road; W 14 Road (Thirteen Mile Road/Bear Lake Road); N 9 Road; W 4 Road; and W 4 Road

In 1999, Wexford County had 45 miles of county roads in need of a new overlay surface and 46 miles of county roads in need of resealing, but Wexford County Road Commission had funding to do 10 miles of county road resurfacing; a short fall of \$5,115,000.



December 2000 Wexford County public opinion survey results.

Roads needing reconstruction include 146 miles of county roads but funding will only cover 9 miles; a shortfall of \$26,500,000.

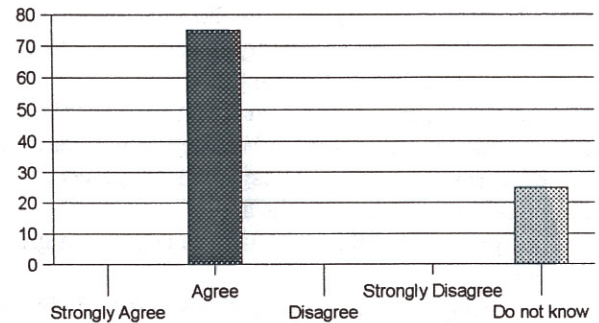
Also needed is \$8,000,000 for projects such as construction of new intersections, added lanes, and building new roads during the next ten years (1999-2008). In 1998, the Wexford County Road Commission was able to spend \$3,000,000.

In Wexford County, 74 miles of asphalt roads are rated "good," 60 miles rated "fair," and 146 miles rated "poor." The county has 2.6 miles of concrete surfaced road, all of which is rated "poor."

Of the four bridges under the Wexford County Road Commission jurisdiction, one is considered functionally obsolete (too narrow) and structurally deficient (can not carry legal loads) and has posted weight restrictions. In addition there are culvert, precast concrete box and other stream crossings.

Wexford County Road Commission 5-year plan includes work on Mackinaw Trail, N. 29 and N. 31 Roads (north of Meauwataka), E. 34 Road (Boon Road), N. 31 and N. 29½ Roads (by Baxter Bridge), South Lake Mitchell and West Lake Mitchell Roads; E. 36 Road (Thirteenth Street and Crosby), and E. 36 Road (Thirteenth Street).

Expansion of wastewater treatment in Manton



December 2000 Wexford County public opinion survey results.

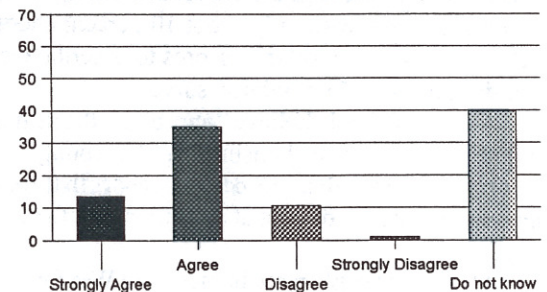
Wexford County maintains 17 county drain service areas. The drains were created for artificial water run off, usually to control water levels, drain wetlands for agricultural purposes, and so on.

There are five public water systems in Wexford County (Cadillac, Haring Charter Township, Manton, Mesick, and Buckley) servicing 37.7% of the county's households.

There are five sewer collection systems (Cadillac, Haring Charter Township, Lake Mitchell, Manton, and Mesick) and three sewage treatment systems (Cadillac, Manton, and Mesick) servicing 43.5% of the county's households.

Manton sewage treatment system is at capacity (due to groundwater inflow, **not** sewage effluent) and the city does not have the funds to address the issue.

Expansion of wastewater treatment in Cadillac



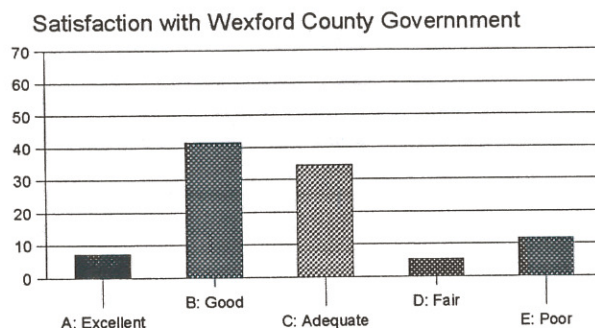
December 2000 Wexford County public opinion survey results.

The Cadillac, Lake Mitchell, Haring Charter Township and surrounding sewer districts have been a focus of intense contention with side issues of annexation, development, territory serviced, and so on. This has climaxed in court (Wexford County DPW v. Cadillac).

The issue of a regional sewer system is viewed as financially harming the City of Cadillac (thus, annex land along with sewer service expansion). Generally, a position like this might change when there is a belief county or township-run sewers could really happen. Then, a city would be choosing between a regional sewer which they are a part of, or a regional sewer which they are not a part of and

it surrounds the city. Other communities place value on a regional system and cooperation which might resolve the type of impasse seen in Cadillac.

Other technology and options, not yet fully explored, might provide a solution, or part of a solution for many of these issues: use of directional slant drilling, new advances in on-site engineered treatment systems, urban growth area, use of P.A. 425 Agreements, and city policy to contract city services outside the city.



December 2000 Wexford County public opinion survey results.

County government buildings are no longer adequate for their function. The county jail is outdated, and overcrowded, resulting in county resources (money and road patrol time) devoted to housing prisoners to other county jails. Probate and District Court, are in an old wood frame building. The building was not designed for its current use, resulting in dangerous intermingling of suspects, victims, general public, and employees. Storage is inadequate with boxes stored in courtrooms. In February 2002 the County Board approved tearing down a courthouse addition to rebuild a two-floor addition for courts and then removal of the wood frame annex.

The county recreation plan was just updated in winter 2001-2002.

Electric service is provided by two utility companies (Consumers Energy and Great Lakes Energy rural cooperative (formerly Wolverine Power and West Michigan).

Telephone is provided by three phone companies (Ameritech, Ace, and CenturyTel) through eight telephone exchange areas. Up to 17 different cellular phone service tower companies are currently licenced to provide cellular phone service in northwest Michigan.

Chapter B13: Land Ownership

TOTAL public ownership of land is 42.5 percent of the total area in the county, about 244.63 out of 575.68 square miles (156,565.0 out of 368,435.7 acres). The majority is managed by the United States Forest Service with 149.4 square miles (26%) of the county. Next is the State of Michigan/DNR with 84.4 (14.7%) of the county. The remaining 6.8 square miles (1.8%) is owned by county, township, village, city governments, and public school districts.

Most of the public lands are forests, providing recreation, tourist destination, timber harvest, and mineral extraction activities.

Private land has been subject to parcelization – parcels divided into 10± acre (5 to 35 acre) parcels. This range of parcel sizes are:

- Often larger than needed or wanted for single family dwellings.
- Too small for farming.
- Too small for most timber harvesting activity that exists in Wexford.
- Too small for effective forest management and wildlife management and leads to forests which are disjointed (fractionalized).
- Creates a cost-prohibitive necessity to assemble together parcels from several different land owners for mineral extraction. (The exception is oil and gas.)
- Can result in a rural area losing its “rural appearance” resulting in a loss of “good looks” desired for tourist and economic growth.

Chapter B14: Existing Zoning

COLLECTIVELY, the result of planning and zoning in Wexford County has established a development code for just under a half million population – about half the size of the City of Detroit, or close to the same size as Kent County and Genesee County.

In other words the municipalities and Wexford County have adopted zoning which, collectively, is designed to accommodate construction of about 199,347 dwelling units for 498,374 people. The question that should be considered is if this is the future Wexford County residents want.

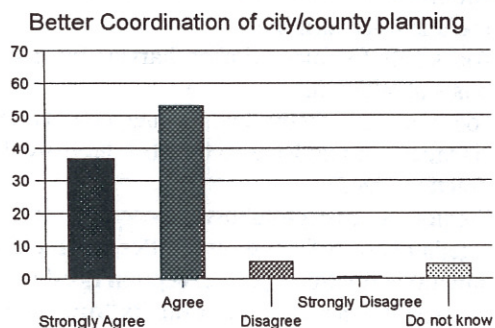
Zoning provides 5.7 times the needed area for commercial development and four times the needed area for residential growth. This is determined by comparing projected population growth and what that means in terms of need for new commercial and residential lands in Wexford, and comparing it to undeveloped areas already zoned for commercial and residential development.

Zoning in Wexford County (Haring Charter Township, Cedar Creek Township, Springville Township, Wexford County) is all in need of updating.

Contemporary zoning techniques not in place in local zoning include: strong tie to adopted plan, coordination with a county plan, ground and surface water protection, parking lot size and design standards, scenic or special area zoning, agricultural or forest protection, provisions dealing with the sprawl and cluster development, village or neo-traditional development, provisions dealing with strip development, airport zoning, planned unit development, pre-approval of other permits prior to zoning approval.

The county lacks “one-stop-shopping” for all permits (better public service and streamlining the paperwork).

Wexford County Planning is burdened with zoning administration and not able to be effective at planning. Lacking is county wide initiatives such as groundwater protection, keeping the county plan up-to-date, facilitation between various zoning authorities, and so on.



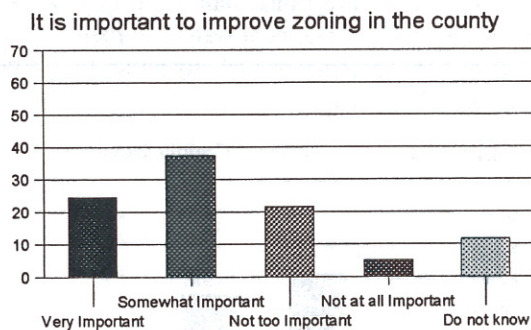
December 2000 Wexford County public opinion survey results.

Wexford County Buildout

Zoning Jurisdiction	Municipality	Ultimate Population
Buckley Village Total		7,978
Cadillac Total		24,840
Cedar Creek Total		44,821
Haring Township Total		21,634
Harrietta Village Total (not zoned)		4,863
Manton City Total		3,561
Mesick Village Total		5,248
Springville Township Total		34,741
Wexford County Zoning	Antioch Township Total	30,433
	Boon Township Total	8,054
	Cherry Grove Township Total	31,204
	Clam Lake Township Total	47,281
	Colfax Township Total	39,192
	Greenwood Township Total	21,973
	Hanover Township Total	14,404
	Henderson Township Total	8,977
	Liberty Township Total	21,527
	Selma Township Total	30,015
	Slagle Township Total	21,941
	South Branch Township Total	17,292
	Wexford Township Total	43,290
	Wexford County Planning	355,785
Wexford County Total		498,374

Part C: Appendixes

THE appendixes includes additional information on: Appendix C1, Other Applicable Statutes; Appendix C2, Bibliography; Appendix C3, Land Owner Opinion Survey; Appendix C4, Surface Water Inventory; Appendix C5,



December 2000 Wexford County public opinion survey results.

Wexford County Soils; Appendix C6, Population Data; Appendix C7, Housing Data; Appendix C8, Traffic Count Data; Appendix C9, Sewer Issues Response; Appendix C10, Buildout detail; Appendix C11, [Native American] Foreign Policy *Gaaching Ziibi Daawaa Anishnaabe*, and Appendix C12, Neo-traditional zoning.

Chapter A3: About This *Fact Book*

THIS *Fact Book* is prepared as a presentation of facts and data for use by Wexford County in preparation of the *Wexford County Comprehensive Plan* pursuant to sections 4(3)(a) and 4(3)(b). of the County Planning Act.⁷ The intent is for this document was completed before the Wexford County Planning Commission appointed and convenes a citizen committee to prepare the *Plan*. The purpose is to attempt to reach a common understanding about Wexford County so participants in the planning process have a common frame of reference.

We all plan, but often we do it subconsciously. We think ahead and prepare accordingly such as selecting clothing and getting dressed before going out of the house, making a list before going to buy groceries, and measuring before we cut the board. To plan in a bit more formal manner we might use the following steps to buy a car: First we establish a goal "To have a new car all the time." Then we establish a objective "To buy a new car every two years." Next we establish a policy "To put \$200 each month in a savings account for the car," or "To maintain a good credit rating so I can get a car loan," or both. After that we establish a strategy: "To have monthly income so we can afford the \$200 per month, or car payments. Finally we take action: "Research, test drive, and select the car we want" and we buy the car.

When one plans for a community it can not be done subconsciously. Democratic government requires the thought process to be public in the open (Open Meeting Act). Also we want to include many people in the process. The process itself must be much more formal, and have formal steps for adoption.

Many times the planning process is described as being a set of steps which ultimately go in a circle:

1. First is analysis of the current situation.
2. Then various technical studies are done. This document reflects work for these first two points.
3. Identification of community desires is gauged by public opinion survey (included in this book) and participation by a large number of people.
4. Citizens and appointed officials identify various goals and objectives.
5. Alternative courses are reviewed and one selected.
6. The *Plan* is prepared (written) and made available.
7. Formal adoption takes place.
8. Various government and private agencies act to

implement various parts of the plan.

9. The document is reviewed and updated – about every five years (go back to step one).

Why does government take the time to prepare and do a plan? The following are reasons according to Michigan Society of Planning Officials:⁸

- Planning is a process that is fundamental to almost everything we do (personal lives, jobs, and in a community).
- Planning (or failing to plan) is important at the community level as it affects many people.
- Community Planning is the frame of reference for public and private land development decisions.
- Change occurs with or without planning – planning is a way to guide change to maximize the positive and minimize the negative impacts of change/growth.
- Community planning is an open rational way of deciding what goes where, and when.
- We plan to have future choices (so our children have a life at least as good as ours).
- We plan to advance public health, safety and welfare.
- We plan to save money by preventing wasteful expenditure of public and private funds.
- We plan to publicly allocate and protect scarce resources.
- We plan to advocate the public interest in a system driven by private decisions.
- We plan to encourage economic development.
- We plan to protect property values by providing for all necessary and proper uses of land while stabilizing values by establishing a means of preventing incompatible land uses from locating next to each other.
- We plan to wisely provide for public lands and public infrastructure. About 1/3 of the land in a urban municipality is often in public ownership. Private lands depend on the local public services and infrastructure (sewers, water, streets, etc.).
- We plan to prevent urban problems by achieving orderly growth and redevelopment.
- We plan to improve civic appearance, and provide services in such a way that residents of the community can conveniently carry on their work and leisure time

⁷P.A. 282 of 1945, as amended, (being the County Planning Act, M.C.L. 125.101 *et. seq.*)

⁸Wyckoff, Mark A. and others (Planning & Zoning Center); *Community Planning Handbook-Tools and Techniques for Guiding Community Change*; Michigan Society of Planning Officials; Rochester, Michigan; March 1992; Page 2.

activities with the feeling that the community has a sense of direction.

The steps to prepare the Wexford County Plan are envisioned to be the following (with section notations referring to sections of the County Planning Act⁹):

1. Initial strategy to do the work (including preparing this outline).
2. Prepare a "fact book" of background studies (§4(1)).
3. Send out a notice required by section 4b(2) of the County Planning Act (all municipalities in the county, contiguous to the county, state and federal government agencies with significant land holdings in the county, etc.)
4. County Planning Commission appoints a citizen committee of the county planning commission (§4(3)(c), §4(3)(d), and §4(5)).
5. Provide presentations on the *Fact Book*, trend future, education programs to the citizen committee
6. Committee selects issues/concerns/priorities.
7. Committee breaks into subcommittees to work on those issues (§4(3)(a), §4(3)(b), and §4(2)).
8. Committee adopts subcommittee reports (§4(3)(a), §4(3)(b), and §4(2)).
9. Compile reports into a proposed (draft) plan (§4(3)(a), §4(3)(b), and §4(2)).
10. County Planning Commission adopts draft plan (§4c(2)).
11. County Board of Commissioners adopts draft plan (§4c(3)).
12. Draft plan is sent to everyone required by section 4c(3) of the County Planning Act (same list as in number 3, above)
13. Those receiving the draft plan have 65 days to make comment on the draft plan (§4c(4)).
14. At the end of the 65 days County Planning Commission reviews the comments and may make modifications to the draft plan.
15. At the end of the 65 days County Planning Commission acts to hold a public hearing on the modified draft plan (§5(1)).
16. Hold the public hearing on the modified draft plan (§5(1)).
17. County Planning Commission reviews comments and may make further changes to the modified draft plan (§5(1) and §5(3)).
18. County Planning Commission adopts the final plan (§5(3)).
19. If the County Board of Commissioners reserved the right to do so (in step 11, above) acts to adopt the plan (§5(4)).
20. Copies of the plan is sent to everyone required by

section 5(5) of the County Planning Act (same list as in number 3, above) and a certified copy to the County Board of Commissioners as required by section 5(2) and 5(9) of the County Planning Act.

21. Implement the plan.
22. Not more than five years later, the County Planning Commission shall review the plan to determine if it needs revision, updating, or a new plan prepared (§5(7)).

To prepare for making a county plan the County Planning Act requires:

1. Conduct studies, investigations, and surveys relative to the economic, social, and physical development of the county (§4(3)(a)).
2. Formulate plans and make recommendations for the most effective economic, social, and physical development of the county (§4(3)(b)).
3. Cooperate with all department of the state and federal governments and other public agencies concerned with programs for the economic, social, and physical development of the county and seek the maximum coordination of the county programs of these agencies (§4(3)(c)).
4. Consult with representatives of adjacent counties in respect to their planning so that conflicts in overall county plans may be avoided (§4(3)(d)).
5. Meet with other governmental planning commissions to deliberate (§4(5)), consult with municipalities (townships, villages, cities) within and adjacent to the county in respect to their planning so that conflicts in overall county plans may be avoided.

This *Fact Book* is intended to be the studies, investigations, surveys, and some of the recommendations referred to in number 1 and 2.

The County Planning Act requires a county plan includes text, maps, plats, charts, and shall be for the development of the county and address land use issues and may project 20 years or more into the future (§4(2)). The Plan shall include:

1. A land use plan and program (§4(2)(a))
 - A. If the county has adopted a zoning ordinance, the plan shall include allocating land for agriculture, residences, commerce, industry, recreation, ways and grounds, public buildings, schools, soil conservation, forests, woodlots, open space, wildlife refuges, and other uses and purposes.
 - B. If the county does not have county zoning, the plan may be a general plan with generalized future land use maps.
2. The general location, character, and extent of streets, railroads, airports, bicycle paths, pedestrian ways, bridges, waterways, and water front developments; flood prevention works, drainage, sanitary sewers and water supply systems, public works for preventing pollution, and works for maintaining water levels; and

⁹P.A. 282 of 1945, as amended, (being the County Planning Act, M.C.L. 125.101 *et. seq.*)

- public utilities and structures (§4(2)(b)).
3. Recommendations as to the general character, extent, and layout for the redevelopment or rehabilitation of blighted areas; and the removal, relocation, widening, narrowing, vacating, abandonment, or changes or use or extension of ways, grounds, open spaces, buildings, utilities, or other facilities (§4(2)(c)).
 4. Recommendations for implementing any of its proposals (§4(2)(d)).

A good plan, however, is not just the book, or document that goes on the shelf – that is the final product. That “book” just records the decisions and direction chosen. As important – and sometimes more important – is the process that involves people and which is experienced by people during the creation of the plan. It is this process that builds consensus, that helps a community have a common vision. It is this process that is at the heart of planning. This is one of the main reasons why a plan should be reviewed and updated every 5 years. In five years time, enough people have left their elected or appointed office, or other leadership roles that it is time to reconstruct that consensus and vision.

To explore this further, let's start with the following definition of what a “good community” is: “A good community is a place where residents can earn a living, and those who visit want to stay. Specifically, it has an economy in which locally controlled assets and wealth are expanding; equity, which means that those expanding assets are shared fairly and public decisions are inclusive and democratic; and a concern for ecology, stewardship of natural and human resources. Thus communities are asked to test their projects, their capacity building, and their development against the three ‘Es.’”¹⁰

Research on what makes a community successful in economic development concludes that economic success is only one of the criteria by which residents make judgements about the local quality of life. Equally important are levels of activeness by a broad range of citizens. Just as important is the perceived level of influence of local groups and organizations. In other words, research suggests that community well-being depends on high levels of activeness.¹¹ A successful community, then, is one where residents (government, citizens, private companies, organizations) are involved and work together to address issues and problems.

Many rural communities have experienced shifts away from agriculture, manufacturing, goods-producing industries

as they move toward technological and service industries.¹² Wexford is not immune to some of these shifts. These shifts which have occurred and will occur can leave Wexford vulnerable to external influences and decisions. What gives a community strength, locally, is when a wide range of people (with different view points, backgrounds, and beliefs) interact with one another on projects and around issues.¹³ An important part of planning is establishing those links between different people.

One of the largest mistakes that can be made is for a community to intentionally or subconsciously exclude a class of people or people with a particular political ideology from the process – or for that matter from the ability to participate at all forms of local government. This might be problematic for Wexford. Lack of participation has been a problem with past planning efforts. If the lack of participation problem is overcome, there are still some issues of inclusion of various interest groups.

So, how does one build community capacity, participation? The following activities occur while community capacity is increased:¹⁴

1. *Expanding diverse inclusive citizen participation.* In a community where capacity is being built, an ever-increasing number of people participate in all types of activities and decisions. These folks include all the different parts of the community and also represent its diversity.

2. *Expanding leadership base.* Community leaders who bring new people into decision-making are building community capacity, but the opportunity to get skills and to practice and learn leadership is also an important part of a leadership base.

3. *Strengthened individual skills.* A community that uses all kinds of resources to create opportunities for individual skills development is building community capacity in an important way. As individuals develop new skills and expertise, the level of volunteer service is raised.

4. *Widely shared understanding and vision.* Creating a vision of the best community future is an important part of planning, but in community capacity building the emphasis is on how widely that vision is shared. Getting to agreement on that vision is a process that builds community capacity.

5. *Strategic community agenda.* When clubs and

¹⁰Loveridge, Scott and Peter V. Schaeffer; *Small Town and Rural Economic Development*; “The Case of the Community Collaborative, Inc.” by Rachel B. Tompkins; Praeger Publishers, Westport, CT.; 2000; p. 27.

¹¹Loveridge, Scott and Peter V. Schaeffer; *Small Town and Rural Economic Development*; “Community Well-Being and Local Activeness” by Lumane P. Claude, Jeffrey C. Bridger, and A. E. Luloff; Praeger Publishers, Westport, CT.; 2000; p. 43.

¹²Johansen and Fuguitt, 1984; Congress of the United States 1991.

¹³Loveridge, Scott and Peter V. Schaeffer; *Small Town and Rural Economic Development*; “Community Well-Being and Local Activeness” by Lumane P. Claude, Jeffrey C. Bridger, and A. E. Luloff; Praeger Publishers, Westport, CT.; 2000; p. 39-40.

¹⁴Loveridge, Scott and Peter V. Schaeffer; *Small Town and Rural Economic Development*; “An Introduction to Building Community Capacity” by Cornelia Butler Flora and Vicki Luther; Praeger Publishers, Westport, CT.; 2000; p. 2-3; quoting Aspen Institute’s Rural Economic Policy Program, page 11.

organizations consider changes that might come in the future and plan together, the result is a strategic community agenda. Having a response to the future already thought through community-wide is one way to understand and manage change.

6. *Consistent, tangible progress towards goals.* A community with capacity turns plans into results. Whether it is using benchmarks to gauge progress or setting milestones to mark accomplishments, the momentum and bias for action comes through as a community gets things done.

7. *More effective community organizations and institutions.* All types of civic clubs and traditional institutions such as churches, schools, and newspapers are the mainstay of community capacity building. If clubs and institutions are run well and efficiently, the community will be stronger.

8. *Better resource utilization by the community.* Ideally, the community should select and use resources in the same way a smart consumer will make a purchase. Communities that balance local self-reliance with the use of outside resources can face the future with confidence.

The *Fact Book* is broken down into the following chapters:

Part A: Introductory Materials (Acknowledgments, Executive Summary, About This Plan, Former Plans)

Part B: Background Material

Geography

History

Former Land Use

Michigan Trend Future

Natural Resources

Environment

Ecology, Habitat, Scenic Resources

Population

Human Services

Economics

Housing

Infrastructure

Land Ownership

Existing Zoning

Part C: Appendixes to the Supporting Studies and Analysis

Public Opinion Survey¹⁵

THE Wexford County Planning Department contracted with Central Michigan University Center for Applied

Research and Rural Studies to conduct a survey of residents in Wexford County in fall of 2000. The purpose of the survey was to determine the opinions of permanent residents of Wexford County, age 21 and over, regarding land use and related issues in Wexford County. The information generated from the survey is presented in this document.

The presentation format for the findings of the survey is composed of both narrative and tabular material. It is found throughout this document where the respective topic is discussed. The narrative statements include references to a mean or average value. The mean values referred to are described in Appendix C3, page 369. The survey method used allows statistical statements to be made about the survey results with a 95% confidence level at a degree of accuracy of $\pm 5\%$.

Many questions seek information about support for a technique or type of regulation. The question indicates support or lack of support for a concept, not a specific regulation. For example one question asks about "minimum parcel sizes." The response to the question indicates support or opposition to the concept of minimum parcel size. It should not be inferred that a specific parcel size is endorsed. The question did not ask the specifics about support for 12,000 or 15,000 or 30,000 square foot parcel size. Additional study needs to occur on specific regulations preferably established by resource-based science. For further information on the survey methodology see Appendix C3 on page 369.

Part of the survey was also to look at evidence of geographic differences of opinion on various issues (city versus rural residents). Geographic differences within the county were not found.

Finally, results of the survey did not produce any surprises. The attitudes and opinions of residents of Wexford County reflected in the survey are very similar to that of other northwest Michigan Counties. These survey results were compared to other county surveys. Some questions were identical for comparison purposes. Other surveys were: *Antrim County Full- and Part-Time Citizen Opinion Survey*, Michigan State University for the Antrim County Planning/Coordinator Office, summer 1991; *Analysis of Benzie County Attitudinal Survey Results*, Northwest Michigan Council of Governments for Benzie County Planning Department, 1989; *A Survey of Residents Concerning Issues Relating to Long-Range Planning in Leelanau County* (Growth Management Plan Working Paper #2), Anderson, Niebuhr and Associates, Inc. for Leelanau County Planning Department, May 29, 1990; *Survey of Grand Traverse County Residents*, Anderson, Niebuhr and Associates, Inc. for Grand Traverse County Planning Department, December 1991; and *Survey of Land Owners in Manistee County*, Business and Industrial Institute of West Shore Community College for the Manistee County Planning Department, 1997.

¹⁵Hill, James P., Dr. and Mary Senter; *Report of Findings Wexford County Residents' Views of Land Use Planning and the Quality of Life; A study Prepared for the Wexford County Commission*; Central Michigan University Center for Applied Research and Rural Studies; Mt. Pleasant; December 2000.

Survey Summary/Conclusions

The summary of the opinions of 404 residents of Wexford County interviewed by telephone in late October and early November 2000 are presented here. Major findings include:

- The 9-1-1 emergency services and fire protection services in the county receive the highest ratings. The lowest marks are given to the county's recycling services and to county government itself, although high numbers of respondents (about 40%) have no opinion about recycling services.
- Large numbers of respondents consider upgrading roads and the availability of affordable housing to be "very important" to the future of Wexford County. By contrast, relatively few residents report that the availability of upscale housing is "very important" to the county's future.
- Respondents are especially likely to express support for protecting existing farms in the county. There is also considerable support for increasing tourism and for growth in industrial

and commercial development.

- A majority of respondents expect the quality of life in the county to increase during the next 10 years. However, residents are especially likely to support increasing the number of activities for teenagers and increasing the coordination of planning efforts between the City of Cadillac and the county itself. Compared to other initiatives, support for more low income housing in the county, more parks, and more recreational lake access is relatively low.
- County residents are not likely to support either "rapid growth" or "no growth" in the county or in the Cadillac/Lake Mitchell area.
- Strong support is expressed for the protection of water resources in the county. By contrast, the number of residents *opposed* to establishing a minimum size for a parcel of land that can be owned and for increasing access to publicly owned land for commercial purposes exceeds the number favoring the same measures.

Chapter A4: Former Plans

WEXFORD County has adopted land use plans as early as the 1930s and in the 1940s as part of the statewide planning effort of that time. The land use plan adopted, circa 1946, was probably done by the Michigan State University Cooperative Extension Service (now MSU Extension). If a plan was done in the 1930s a copy has not been found. A circa 1946 plan was done, but a copy has not been found. There may have been various updates and other planning efforts in the 1950s (most likely led by the Michigan State University Wexford County Cooperative Extension Service and Soil Conservation District). If Wexford is like other northern Michigan Counties (which still have those documents) the planning effort was mainly directed toward agriculture and forest lands. Much attention was directed toward the then new U.S. Forest Service and the creation of the Fife Lake State Forest in the northern part of Wexford County.

As a result of the statewide circa 1946 planning efforts in northern Michigan, including Wexford County, enjoyed a natural resource renewal. In the 1800s, Wexford's forests were nearly all removed. Without any planning or collective action in the early 1900s the rejuvenation of depleted natural resources (forest, farm soils, agriculture) did not occur. It took a nation-wide Great Depression of the 1930s to organize people and government to start replanting vegetation and restoring soils. Planning done in Michigan during that era coordinated this effort. The circa 1946 plans continued that effort. The results were seen in continued reforestation, corporate (Consumers Power) land management in concert with state and federal land management which largely resulted in the public forests, natural rivers, hunting and fishing, stabilized soils, and renewed agriculture the county has enjoyed through the 1970s.

It was also in the era of the 1940s that the Michigan Legislature adopted enabling statutes to provide for county planning¹⁶ and zoning.¹⁷ Wexford County did not choose to adopt zoning until October 16, 1968 when it adopted the *Interim Wexford County Zoning Ordinance*. Then in June 14, 1971 the county adopted the *Wexford County Zoning Ordinance*, Ordinance #5. It was in this period the Wexford County Board of Commissioners created the Wexford County Zoning Board (presumably prior to October 1968) and a Wexford County Planning Commission in April 1970.

(The City of Cadillac Planning Board¹⁸ was created February 23, 1953 and adopted their first master plan in 1956. The Manton City Planning Commission was created in April 1965 and adopted their first master plan in 1969. Mesick Village established a planning commission in October 1970. Haring Charter Township adopted its first zoning ordinance in 1956. Planning came later in Haring.)

In 1971, Wexford County adopted its first county zoning ordinance. However, it was not until 1973 when the Wexford County Planning Commission adopted the *Wexford County Comprehensive Plan Existing Conditions, Trends, Potentials*. The plan's future land use map indicates two future growth corridors in Wexford County; (1) Cadillac-Manton along U.S.-131 and (2) Harrietta, Caberfae Ski Resort, Mesick, Buckley. In hindsight the growth has occurred in the (2) Cadillac City-Lakes Mitchell and Cadillac areas and (2) in the northern part of the county associated with growth from the Grand Traverse area.

Goals from this plan include¹⁹:

- Promote the wisest possible use of all natural resources in Wexford County for present and future generations.

Population

- Improve the quality and delivery of health care services for every person.
- Reduce public assistance to its lowest possible level by identification and elimination of economic and social barriers that prevent recipients of assistance from becoming independent.
- Improve the cultural environment of Wexford County.

Economic Development

- Upgrade the skills of the present and future labor force in Wexford County.
- Induce private investment in manufacturing and commercial activities consistent with the resource base and market orientation of the county.
- Encourage public investment in economic development with emphasis on inputs needed by potential industry, such as water and sewer, power, and forest resources.
- Encourage those types of industrial development compatible with Wexford County's environment and economic climate.
- Promote professional services development and

¹⁶County Planning Act; P.A. 282 of 1945, as amended; M.C.L. 125.101 *et. seq.*

¹⁷County Zoning Act; P.A. 183 of 1943, as amended; M.C.L. 125.201 *et. seq.*

¹⁸Both Cadillac, Manton, and Mesick planning were created pursuant to the Municipal Planning Act; P.A. 285 of 1931, as amended; M.C.L. 125.31 *et. seq.*

¹⁹Wexford County Planning Commission; *Wexford County Comprehensive Plan Existing Conditions, Trends, Potentials*; Cadillac; 1973, pages 11-3 to 11-19.

research-oriented facilities in Wexford County.

- Recognize that commercial development is a vital factor in the economic structure of Wexford County.

Housing

- Insure adequate housing for all Wexford County residents in healthful, safe, convenient, and attractive surroundings.

Land Use

- Promote a well-balanced land use pattern capable of meeting the present and future needs of Wexford County.
- Guide the physical growth of Wexford County in a way which will assure pleasant, attractive, and desirable communities in which to work, live, and play.
- Locate residential areas in relation to other land use types and community facilities so as to best contribute to the overall desirability of Wexford County.
- Strengthen the area's reputation as a year-round community by providing necessary services and facilities and by expanding and diversifying the commercial base.
- Promote controlled industrial growth within Wexford County.
- Local government must prevent air, water, and landscape pollution and lead the way by utilizing positive programs and land use plan implementation.

Transportation

- Develop a highway system in relation to other modes of transportation that will meet the needs of all citizens of Wexford County in the most effective and economical manner.
- Promote the improvement of rail service to and within Wexford County.
- Provide for increased demands on air transportation.

Education

- Cooperate with school districts in the area to help achieve the best possible education system.
- Insure that the education system in Wexford County provides equal educational opportunity, fosters development of mature, responsible citizens, and affords each individual optimum personal growth.

Community Facilities

- Promote development of public facilities and services in the most efficient manner to meet the existing and future needs of Wexford County residents.
- Cooperate with public utility organizations to provide utilities to all portions of Wexford County that need them for reasons of health, safety, efficiency, and convenience.
- Develop a county system of parks and recreation areas adequate to the needs of local residents.
- Develop a system of scenic roads connecting points of historic and scenic interest.
- Develop an open space system in conjunction with region-wide goals and policies.
- Develop a recreation program which will provide

opportunities for all age groups and the handicapped
Preserve worthwhile historic elements of Wexford County.

- Develop more water-based recreation facilities.
- Develop areas for recreational vehicles which will minimize damage to our rivers, streams, lakes, and forests.

- Develop additional winter sports facilities.

Public Works

- Use all water resources wisely.
- Provide water and wastewater systems which met the needs of the people.
- Promote development in an orderly manner and provide efficient and economical water and sewer services.
- Preserve the natural beauty of the area by preserving open space.
- Develop a sensible water and sewer administrative and financing program.

Solid Waste Management

- Develop a solid waste management system which meets the needs and protects the health and safety of Wexford County residents while at the same time ensuring environmental quality.

Action programs from the 1973 Plan included development of a city-county government center, a county park at the High Rollaway along the Big Manistee River, development of an industrial park along Thirteenth Street (done), expansion of the Wexford County Airport (done), protection of lakes and streams (in particular Lakes Mitchell and Cadillac and associated wetlands (done) and the Big Manistee River), creation of a housing authority, creation of a parks and recreation commission, conduct a soil survey of the county (done), conduct a groundwater survey of the county, conduct an environmental impact study of the county's sensitive environments (done), combine the county zoning and planning commission into one body, creation of a plat review committee and adoption of a county subdivision ordinance, creation of a building inspection department (done), prepare and keep up-to-date a five year capital improvement budget, amend the city and Haring Township zoning ordinance to include airport approach height restrictions (partly done²⁰), and include in all zoning a 300 foot greenbelt along all rivers and lakes with 25 feet along rivers and lakes kept in its natural vegetative condition.

Much of the planning work during the 1970s was done by Wexford County Planner Ed Millar. When Mr. Millar left the county in 1979 the full time planner position was left

²⁰For the Wexford County Airport Haring Charter Township incorporated airport approach height restrictions into its zoning, but it was never done by the City of Cadillac for the west-southwest approach. Wexford County never incorporated similar provisions for the Butch's Half-Acre Airfield at Cross Roads Corners (near W 30 Road and M-37).

vacant.²¹ This resulted in projects not being followed through, and a general languishing of planning efforts.

In 1980 Wexford County hired Dan Jones as Building Inspector-Zoning Administrator-County Planner. At the time the combination of jobs worked, given the volume of new construction. However over time one individual, wearing so many hats, could not be expected to give justice to any of the duties.

In 1988 the Wexford County Planning Commission adopted the *Wexford County Comprehensive Plan* prepared by Gove Associates of Kalamazoo. (The document itself is not dated.) In the process of developing the 1988 plan some county planning commission members expressed frustration at the lack of participation and county-community involvement in the planning process.

Goals from this plan include:²²

Population Goals

- A moderate population growth rate that will contribute to increased economic development while minimizing negative impacts upon the County's natural and public service resources.
- An age/sex distribution of the population that will ensure maximum social and economic development for all residents.
- A resident population with a diversity of background and skills and an interest in contributing to the overall development of the county.

Economic Development Goals

- A diversified economic base that facilitates full employment and job opportunities for the County's work force.
- A skilled labor force that is a positive element for business start-up, growth and relocation within the county.
- Commercial, industrial and service businesses that are energy efficient, environmentally safe, and complementary to each other.
- A retail and service economy that encompasses a market area outside the geographical/political boundaries of the County.
- Coordinated local government policies and programs that encourage or are conducive to economic growth and development.

Land Use Goals

- Optimum distribution of activities to maximize the efficiency of human and economic resources and minimize negative impacts upon the natural environment.

- Residential development that is located on soils best suited for residential land use, and constructed at densities that will accommodate efficient distribution of utilities and services.
- Industrial development clustered in designated locations with full services, adequate roads and utilities and located on major thoroughfares with easy access within and between businesses.
- Commercial development clustered in appropriate locations and in a hierarchical order according to size of service area and types and variety of retail land service businesses.
- Recreational development designed to maximize user experiences with the area's natural resources while minimizing negative impacts upon those resources.

Transportation Goals

- An effective and economic highway, road and street system that will meet the needs of residents, commerce and visitors while accommodating local environmental concerns.
- Reliable and efficient public transportation accessible to all residents of the county.
- Air transportation services facilities and equipment that are modern and contribute to economic development within the county.

Housing Goals

- Safe, decent, affordable housing for all residents.
- A variety of housing types and prices to meet the needs and demands of existing and future residents.

Public Facilities and Service Goals

- Comprehensive, cost-effective public and quasi-public facilities to serve all residents and businesses in the county.
- Continuing education and training programs for public and volunteer employees within the county.

Agriculture Goals

- Optimum utilization of agricultural land with a diversity of crops.

Forestry Goals

- Forest areas that yield competitive commercial harvests while providing attractive natural resources for residents, tourist and sportsmen.

Energy Goals

- Reliable, cost-effective energy for commerce, industry and housing.

For future land use a major theme in the 1988 plan was to introduce the concept of a "town cluster" approach for commercial and industrial development. This approach is in contrast to strip or linear commercial development along major roads.

Cadillac urban area²³ is recognized as the regional

²¹It is thought Ed Millar retired. Regardless he died about three to five years later. Also in the same year the county zoning administrator Ed Clinton retired and county building inspector Zane Vogt resigned and started his own construction company.

²²Wexford County Planning Commission (Gove Associates, Inc.); *Wexford County Comprehensive Plan*; Cadillac; undated, (circa 1988); pages 126-146.

²³Cadillac commercial urban area consists of the city, Haring Charter Township commercial strip and Clam Lake Township downtown (continued...)

center, and highest hierarchy order of commercial service in the county. The Cadillac urban area provides base jobs, retail, and service jobs to a market area covering all or portions of Wexford, Missaukee, Osceola, and Lake Counties.

The second order includes Manton City, Buckley, Mesick and Harrietta Villages – called local retail centers. These communities provide commercial services to their communities and surrounding townships.

The third order includes small commercial/service business locations at Cadillac West (M-55 and M-115), Gartlets Corners (M-55 and M-37), Cross Roads Corner (a.k.a. Jack's Corner), Boon, east of Mesick (M-115, M-37, M-42), and west of Buckley are neighborhood centers.

Industrial expansion is focused in Cadillac industrial parks and smaller improved industrial parks at Buckley, and Mesick villages, and Manton City.

Dense²⁴ residential development should occur around the various communities designated as commercial centers and inland lakes with a carrying capacity for dense residential development.

The "town center" concept is further expanded upon with low density development and agricultural/forest development in rural portions of the county.

Agricultural areas of the county (mainly Clam Lake and Wexford Townships and smaller agricultural lands in Antioch, Boon, Slagle townships and areas around Manton and Meauwataka) should be subject to a minimum 40 acre parcel size as a means for agricultural protection.

Forest areas (not within state or federal forest lands) should have low density development where division of land into 10 to 20 acre parcels are discouraged.

The 1988 plan also introduced the concept that outdoor recreation and preservation and enhancement of the county's natural resources is of prime importance. The plan makes reference to the *Huron-Manistee National Forest Land and Resource Management Plan* which contains similar philosophy: "multiple-use and sustained yield of goods in an environmentally sound manner."²⁵ This is expounded upon in the plan with discussion of outdoor recreation facilities and open space preservation.

Action programs from the 1988 Plan included development of an institutionalized coordination system of public services and facilities particularly between the Road Commission, Department of Public Works, and Planning Commission with a memorandum of understanding; county courthouse space needs study; adopting a set of policies for

construction of public facilities in conjunction with the land use parts of the Plan; formal review of all public services throughout the county (meeting between county administrator, township and municipal officials); county planning to provide assistance to Cadillac and Manton cities, and Haring Charter Township for downtown revitalization; annual review of the coordinated economic development program; identification of businesses and industries that should be recruited into the county; business retention program with the Cadillac Area Chamber of Commerce including creation of an industrial fund (done); an active county participation in seeking a four year college degree program and state-of-the-art job training program for the local labor force; requiring all proposed economic development projects to be submitted to the county planning commission; create a Wexford County Retail Planning Council; conduct up-to-date housing study (done); participation in state housing programs (done); creation of a local housing trust fund; update the county zoning ordinance (done, and still more to be done); consolidate the county planning commission with the county zoning board (done); more detailed analysis of land use, soils, and sub area studies, should be done.

In the early 1980s, a number of state initiatives provided more accurate and computerized information for planning. Those are: the Michigan Resource Inventory Program (MiRIS), the *Northwest Michigan Prime Forest lands Inventory*, March 1982, Historic Site Inventory of the county²⁶ and Historic Building Inventory of the county.²⁷

In 1984-5, the Wexford County Zoning Board and Wexford County Planning Commission were consolidated into a single entity: The Wexford County Planning Commission. This was done as part of a county government-wide effort to reduce the number of boards and commissions.

In 1985, a modern progressive soil survey for Wexford County was published.²⁸ This document represents one of the most important advances in factual data which should be analyzed and used in a community or planning program. This event alone, should be reason for a major re-evaluation of existing plans in Wexford County.

²³(...continued)

development authority area along U.S.-131 to M-115. The Cadillac urban area as a whole consists of the four surrounding townships and Cadillac City.

²⁴Dense development means ¼ to 1 acre minimum parcel sizes.

²⁵Record of Decision, Final Environmental Impact Statement, *Land and Resource Management Plan*, Huron-Manistee National Forest.

²⁶ Unpublished, on file with the Michigan History Division of the Secretary of State.

²⁷ Unpublished, on file with the Michigan History Division of the Secretary of State.

²⁸United States Department of Agriculture, Soil Conservation Service (in cooperation with the U.S. Forest Service and Michigan Agricultural Experiment Station); *Soil Survey of Lake and Wexford Counties, Michigan*, August 1985.

Past Planning in Wexford County, in chronological order.

*Indicates municipal plan.

unknown Wexford county plan, if done, was completed in the 1930s.

unknown Wexford county plan, circa 1946.

Cadillac Area Chamber of Commerce; *Plan For a Plan*; February 1946.

*Cadillac Planning Board (Scott Bagby Planning Consultant); *A Plan for Cadillac Michigan*; Cadillac; 1956.

Pitts, William E., Wexford County Soil Conservation District; *Guide for Development & Appraisal, Outdoor Recreational Development*; Cadillac; October 1968.

*Manton City Planning Commission (Raymond W. Mills and Associates); *Comprehensive Manton City Plan*; Manton; 1969.

Wexford County Planning Commission; sewer system plan for around Lake Mitchell, 1970.

Wexford County Planning Commission; *County Wide Recreation Plan*; Cadillac; 1971.

Northwest Michigan Economic Development District and Regional Planning Commission; *Regional Sketch Plan, a Short Range Plan for the Northwest Region*; Traverse City; July 1972.

Northwest Michigan Economic Development District and Regional Planning Commission; *Regional Water and Wastewater Plan, Northwest Michigan*; Traverse City; April 1973.

Wexford County Planning Commission; *Wexford County Comprehensive Plan Existing Conditions, Trends, Potentials*; Cadillac; 1973.

Wexford County Planning Commission (Ed Millar, County Planner and Northwest Regional Commission); *An Initial Housing Study of Wexford County, Phase I*; Cadillac, March, 1974.

Wexford County Planning Commission (Ed Millar); *Solid Waste Management Plan for Wexford County*; Cadillac; June, 1974.

Wexford County Planning Commission (Ed Millar, County Planner and Northwest Regional Commission); *Housing Study of Wexford County, Phase II*; Cadillac, January 1975.

Wexford County Planning Commission (Johnson, Johnson & Roy/Inc.); *Wexford County Environmental Survey*; Cadillac; June 1975.

Wexford County Planning Commission (Johnson, Johnson & Roy/Inc.); *Lake Mitchell Environmental Development Plan*; Cadillac; August 1979.

Wexford County Department of Public Works (Gove Associates); *Wexford County Solid Waste Plan*; Cadillac; circa 1983.

Northwest Michigan Regional Planning and Development Commission; *The Water Quality of Lake Mitchell, A Shoreline Algal Survey*; Traverse City; April 1983.

Michigan Department of Natural Resources (Margaret M. Synk); *1983 Clam River Study at Cadillac*; Lansing; August 1984.

Wexford County Planning Commission (Gove Associates, Inc.); *Wexford County Comprehensive Plan*; Cadillac; undated, (circa 1988).

Wexford County Department of Public Works (Gove Associates); *Wexford County Solid Waste Plan*; Cadillac; circa 1989.

*Haring Township Planning Commission (Wade-Trim/IMPACT); *Comprehensive Master Plan* [for Haring Township]; Cadillac; August, 1990.

*City of Cadillac; *City of Cadillac Parks and Recreation Plan*; Cadillac; March 1991.

City of Cadillac and Wexford County; *Airport Master Plan*; Cadillac; October 1991.

Central Planning Committee (Northern Lakes Resources, Inc., Robert J. VanDellen); *Designs for the Future: A Strategic Plan for the Greater Cadillac Area, Interim Report from the Task Forces* working draft; Cadillac; July 1992.

Wexford County River Basin Planning Committee; *Wexford County Resource Plan, Northwest Lower Michigan Cooperative River Basin Study*; Wexford County Soil and Water Conservation District; July 1992.

Strategic Planning Report "Water and Sewer Task Force Minority Report"; July 6, 1992.

*Cadillac Area Arts Council; *Cadillac Area Arts Survey Report*; Cadillac; May 1993.

*City of Cadillac; *Downtown Development Authority Plan*; June 7, 1993.

*Cadillac Planning Board; *City of Cadillac Long Range Comprehensive Plan*, as amended; Cadillac; 1994.

*Cadillac Planning Board; *Potential Multi-Family Development Sites Report*; 1994.

*Clam Lake Township Downtown Development Authority (Wilcox Associates, Inc.); *Clam Lake Corridor Land Use Plan*; Cadillac; April 1994.

Wexford Soil and Water Conservation District and U.S.D.A Soil Conservation Service and City of Cadillac (Efrain Rosalez); *Upper Clam River Watershed Non-Point Source Pollution Control Watershed Plan*; Cadillac; September 30, 1994.

Wexford County Citizens' Advisory Committee on Recreation Matters; *The Wexford County Recreation Plan*; Cadillac; 1996.

*Cadillac Planning Board; *U.S.-131 Bypass Corridor Study*; Cadillac; January 1996.

Wexford County Department of Public Works (EDI/SPICER Engineering Company); *Feasibility Study, Water and Wastewater for Cherry Grove, Clam Lake, Selma and Haring Townships*; Cadillac; 1997.

Cadillac Chamber of Commerce (Public Consulting Team, Inc.); *Housing Market Study for the Greater Cadillac Michigan Area*; Cadillac; November 1997.

Haring Charter Township and Clam Lake Township and City of Cadillac (Langworthy LeBlanc, Inc.); *Cadillac Area Corridor Study*; Cadillac; 1999.

Wexford County Department of Public Works and Clam Lake, Cherry Grove, Haring and Selma Townships (Wilcox Associates, Inc.); *Sanitary Sewer Feasibility Study*; Cadillac, March 1999.

Wexford County Department of Public Works (Gove Associates); *Wexford County Solid Waste Plan*; Cadillac; February 2002.

Wexford County Planning Commission/Recreation Plan Advisory Committee Members (Tim Evans, County Planner); *Wexford County Recreation Plan*; February-March, 2002.

In the late 1980s, the County Board split the building inspector function from the county zoning administrator-county planner and hired Linda Anderson who also served as department head. Also at this time growth and volume of business increased resulting in the problem where an individual could not give justice to both duties. The Michigan Society of Planning Officials, with Groundwater Education in Michigan (GEM) funding from the Kellogg Foundation, started a statewide push for groundwater protection efforts (1992-1993). This reached a climax in 1995 with development of model groundwater protection zoning and presentation of groundwater research applicable to northern Michigan sandy soil geology.

(On January 1, 1974 Springville Township adopted an interim zoning ordinance, later replaced by Ordinance #2 on July 16, 1990. May 4, 1981 Cedar Creek Township adopted a zoning ordinance, without a formal plan. In April 1994, the Clam Lake Township Downtown Development Authority adopted the *Clam Lake Corridor Land Use Plan* for the township's Downtown Development Authority district. Haring Township adopted a comprehensive plan in 1990, and updated its existing zoning a number of times, most recently with Ordinance #45, adopted, May 1997.)

On February 15, 1995, the Wexford County Board of Commissioners adopted major amendments to the *Wexford County Zoning Ordinance* – virtually a complete re-write of zoning in the county.

County Planner Tim Evans was hired in 1997. Although Mr. Evans is the department head, the county planner, and zoning administrator, the volume of development in Wexford County resulted in virtually all of his time being spent in zoning administrator duties. In 2001 an assistant planner/GIS specialist was added to the Wexford County Planning and Building Department – though a percent of his time is devoted to parcel mapping for the Equalization Department.

In 1998-1999 right-of-way purchase and construction of the U.S.-131 freeway around the east side of Cadillac was underway.

Other planning in Wexford County has focused on specific topic areas: housing, environmental, recreation, solid waste, infrastructure, Cadillac urban area, regional planning.

Housing

HOUSING issues have been a main focus in the Cadillac area for a long time. County Planner Ed Millar focused his attention on this issue, resulting in a detailed housing study and plan. Both were done in conjunction with the Northwest Regional Planning Commission and adopted by the Wexford County Planning Commission: *An Initial Housing Study of Wexford County*, Phase I in March, 1974, and *Housing Study of Wexford County*, Phase II in January 1975. When county Planner Millar left, and the position was combined with zoning-building-planning this is one of the

areas which fell to the wayside.

However housing became a critical issue in Wexford County –directly related to the success of continued economic development efforts. As a result the business community through the Cadillac Area Chamber of Commerce took upon themselves to address housing in the Cadillac area. This resulted in a housing study, later updated by Public Consulting Team, Inc.: *Housing Market Study for the Greater Cadillac Michigan Area* in November 1997 with an update being done in 1999.

Environmental Planning

IN 1975 the Wexford County Planning Commission, using the consulting firm JOHNSON, JOHNSON & ROY/INC. of Ann Arbor, developed the *Wexford County Environmental Survey* (phase I and II). The major thrust of this effort was to map and identify environmental elements of Wexford County. The final objective of this effort was to suggest guidelines that would minimize development impact. The six maps prepared for this study included forest cover, hydrology, physiography, soil limitations, agricultural lands, and land ownership. As a result of this analysis three “environmental districts” were mapped. Each district contains certain development-limiting features:

- Forested
 1. Rolling topography including steep slopes
 2. Level topography
 3. Areas with moderate to very severe soil limitations for development
- Agricultural
 1. Moderate to very severe soil limitations
 2. Without substantial development limitations
- Special Rivers/Wetlands
 1. Lands with direct environmental ties to the Manistee River
 2. Extensive wetland areas (Brandy Creek/Mitchell Creek) which surround Lake Cadillac and Lake Mitchell (included in the forested and agricultural maps)
 3. Lands with direct environmental ties to Slagle Creek
 4. Lands with direct environmental ties to the headwater areas of Fletcher Creek
 5. Lands with direct environmental ties to the headwater areas of North Branch Pine River and Spalding Creek
 6. Lands with direct environmental ties to the wetland areas along Cedar Creek northwest of Manton (headwaters of Buttermilk Creek) (Sections 18, 19, 20 of Liberty Township)
 7. Lands with direct environmental ties to the headwater areas of Filer Creek, Blind Creek, Apple Creek

The report then provides specific development recommendations and standards for development in these

areas. Much of what is presented in the report incorporates planning practices and principles which are found in contemporary – and widely acclaimed – planning efforts such as the *Grand Traverse Bay Region Development Guidebook*²⁹

The summary guidelines from the *Wexford County Environmental Survey Phase II* are reproduced here:

1. Avoid subdivision activity that goes against the grain of the area, that seems out of place and more suited for urban, downstate areas.
2. To reduce the impact of development on the County, require:
narrower streets.
Lower density development through 1) clustered development; 2) architectural forms appropriate to a natural setting; and 3) setback from water bodies and other major attraction features.
3. Respect and protect the lay-of-the-land.
4. Preserve undergrowth and other forest system vegetation; clear areas as little as possible.
5. Develop south sides of hilly areas where possible, thereby protecting new development from northwest winds; but also providing sunny focus for homeowner.
6. Road cuts or other types of earth movement should be kept to a minimum; deep narrow valleys should be bridged, not filled. It is much better to make the road a little more winding and slower in speed than to provide a super road at the expense of the environment.
7. Avoid development in valleys and swales that are part of the natural drainage of a site. These areas should be protected to avoid future flooding problems and to prevent significant runoff and erosion off site.
8. Use appropriate indigenous plant species in protective or supplemental planting.
9. Impermeable soils should be avoided because they permit sewage to seep to the surface
10. Areas of soils limitations in many cases cannot bear the weight of the structures. Settling, shifting, and slipping can result in structural damage.
11. Wet areas and areas of high water tables must not be built upon, at a risk of contaminating water supplies.
12. Ignoring drainage patterns will result in costly site problems at a future point in time as erosion begins due to the ground

disturbance.³⁰

Most of these recommendations were not carried out.

The first environmental study was followed up with the *Lake Mitchell Environmental Development Plan* in August 1979 by the same consultant. This document became known statewide as a model for inland lake management and protection. It was implemented with amendments to the *Wexford County Zoning Ordinance*.

As planning became less of a priority this area of county activity also shifted to other organizations with the preparation of the *1983 Clam River Study at Cadillac* by the Michigan Department of Natural Resources (Margaret M. Synk) in August 1984, and *Upper Clam River Watershed Non-Point Source Pollution Control Watershed Plan* in September 30, 1994. The latter document was a cooperative effort by the Wexford Soil and Water Conservation District, U.S.D.A Soil Conservation Service in Wexford, and City of Cadillac. This document is still in the process of being implemented and has most recently (December 1999) been revised to qualify for a watershed plan for purposes of obtaining funding under the Clean Michigan program.

Recreation Planning

THREE efforts were made in the area of recreation planning in Wexford County:

- *Guide for Development & Appraisal, Outdoor Recreational Development*, 1968, by the Wexford County Soil Conservation District.
- *County Wide Recreation Plan*, 1971, by the Wexford County Planning Commission.
- *The Wexford County Recreation Plan*, 1996, by a Wexford County Citizens' Advisory Committee on Recreation Matters.
- *The Wexford County Recreation Plan*, 2002, (Tim Evans) by an advisory committee to the Wexford County Planning Commission and County Board.

Cadillac Urban Area

MUCH of the growth in Wexford County has centered around the Cadillac urban area. There has also been a recognition for the need for coordinated planning for this part of the county. As a result in 1989 an inter-governmental task force was formed by representatives of the Cadillac Areas Steering Team (Wexford County; Cherry Grove, Clam Lake, Selma Townships; Haring Charter Township; and Cadillac City). The purpose was to meet and discuss mutual areas of interest and concern. From this effort a strategic plan was proposed to be developed. A Central Planning Committee was formed, and Northern Lakes Resources, Inc. was hired as a strategic planning

²⁹*Grand Traverse Bay Region Development Guidebook*; Grand Traverse County Planning Department; Traverse City; 1995.

³⁰Wexford County Planning Commission (Johnson, Johnson & Roy/Inc.); *Wexford County Environmental Survey*; Cadillac; June 1975; last page (pages are not numbered).

facilitator. About 50 to 65 people participated and identified seven main points of interest:

- Area government
- Land use
- Economic growth
- Public safety
- Solid waste
- Water and sewer (and a minority report)
- Area taxation and privatization

A task force was created for each, and produced their own report. The reports, compiled, are presented in *Designs for the Future: A Strategic Plan for the Greater Cadillac Area, Interim Report from the Task Forces* working draft, July 1992. It appears many of the recommendations and ideas in this report did not have widespread support and were not pursued.

More recently the need for planning to prepare for growth in the Cadillac area has been heightened by the fact that the U.S.-131 Freeway will soon bypass the City of Cadillac. As a result there has been a perception of urgency and need to develop an attractive entryway through Cadillac along what will be the U.S.-131 business route. In January 1996, the Cadillac City Planning Board completed a corridor study. However to be effective the effort needed to be done in cooperation with the county, Clam Lake Township, Haring Charter Township, and Cadillac City. As a result the city and both townships cooperated to develop the *Cadillac Area Corridor Study* in 1999, prepared by Jerry Adams of LANGWORTHY LEBLANC, INC., Grand Rapids.

Solid Waste

SOLID WASTE Waste Planning is a very specialized field of planning, done under an entirely different enabling statute, part 115 of P.A. 451 of 1994, as amended, (being Solid Waste part of the Natural Resources and Environmental Protection Act, M.C.L. 324.1150 *et. seq.*) In Wexford County four solid waste plans have been prepared. Except for the first one, each has been assigned to the Wexford County Department of Public Works.

- Wexford County Planning Commission (Ed Millar); *Solid Waste Management Plan for Wexford County*; Cadillac; June, 1974.
- Wexford County Department of Public Works (GOVE ASSOCIATES); *Wexford County Solid Waste Plan*; Cadillac; circa 1982.
- Wexford County Department of Public Works (GOVE ASSOCIATES); *Wexford County Solid Waste Plan*; Cadillac; circa 1989.
- Wexford County Department of Public Works (GOVE ASSOCIATES); *Wexford County Solid Waste Plan*; Cadillac; February 2002.

Infrastructure

INFRAStructure in Wexford County has been done in the early 1970s (sewer system plan for around Lake Mitchell by the Wexford County Planning Commission), or done without formal planning (roads, county drains, water and sewer), or was addressed in the *Designs for the Future: A Strategic Plan for the Greater Cadillac Area, Interim Report from the Task Forces* working draft, July 1992 – but not to the point of consensus with a minority report being prepared on water and sewer issues.

The one additional exception to this is where funding is tied to an approved planning effort for the Wexford County Airport: *Airport Master Plan* of October 1991 by the City of Cadillac and Wexford County.

Regional Planning

IN the 1970s, federal funding provided many resources for planning. Also in this period Michigan Governor William G. Milliken created regional planning commissions, which received most of their funding from federal grant funds. Wexford County is in the 10th Michigan Planning Region, consisting of the 10 counties in the northwest part of Michigan's lower peninsula. The region, based in Traverse City, was first created as the Northwest Michigan Economic Development District. The organization also created a Northwest Michigan Planning Commission. Later, both organizations merged and became the Northwest Michigan Regional Planning and Development Commission. In the mid 1980s federal funding and much of the state funding for planning dried up. In a political and financial austerity move the Regional Planning and Development Commission was merged with the Job Training Partnership Act administrative agency to become the Northwest Michigan Council of Governments, which continues to exist today.

In the period of flush funding for regional planning, many planning documents were developed which focused on the 10 county northwest Michigan area. Of particular importance to Wexford County Planning was the *Regional Sketch Plan*, a *Short Range Plan for the Northwest Region* of July 1972, *Regional Water and Wastewater Plan*, *Northwest Michigan* of April 1973 and *The Water Quality of Lake Mitchell*, a *Shoreline Algal Survey* of April 1983.

Today

IN 1999-2000 the Commission started the process to updating the county's plan. That process starts with the preparation of this fact book.

Additional information available for the updating of the county includes: (1) The start and use of the Wexford County Geographic Information System --a computerized process which combines database with mapping abilities so that data analysis can be done spatially as well as quantitatively; (2) digital (GIS) copy of the Wexford County Modern Progressive Soil Survey, (3) *Michigan's Trend*

Future Reports and Patterns on the Land: Our Choices--Our Future by Michigan Society of Planning Officials, September 1995 (including eleven different *Trend Future Reports* working papers and summaries) and (3) the *Grand Traverse Bay Region Development Guidebook* by the Grand Traverse County Planning Department.

Benefits of planning, and an updated county plan, can include:

- ▶ Lower taxes, because coordination results in less duplication in construction of sewers, roads, waterlines, and so on. Infrastructure services more efficient compact areas.
 - ▶ Better economic climate for businesses, farms and forest industries. Valued farm and forest sites have less chance of conflicting land uses resulting in higher taxes.
 - ▶ Minimum regulation in a majority of the land areas in the county, providing maximum flexibility for varied growth and development.
 - ▶ Protection and strict regulation of special and unique areas (historic sites, natural areas, cultural assets, timber protection, recreation areas). This means continued beauty, expansive forests, farms, open space and assets which attract people to Wexford County for work, play, or to start a new business.
- ▶ Public services will be adequate in areas designated for growth.
 - ▶ Developers and businessmen will find, over time, more standardization and greater uniformity in land use and other regulations.
 - ▶ Better service to the public, with a single location to obtain all permits and assistance, with less paperwork and less duplication.
 - ▶ Children will have better opportunities to live, play, and work in Wexford County.
 - ▶ Better and more coordination between all governments in the county. Each government will "talk" to each other more frequently, and meet with each other to work on joint land use and other projects on an increasingly frequent basis. This will result in less duplication, loopholes, and improved equal treatment of individuals in different municipalities.

