

Chapter B11: Housing

THE issue of housing is a multiple faceted issue in Wexford County. It deals with housing stock (housing availability and affordability), shelter for homeless, housing for disabled (continuing care), and contractors (private and school trades), building inspections, and various state programs. The section of this *Fact Book* on population includes some valuable discussion which should be reviewed to further understand this topic (see page 187). Additional data on housing is included Appendix C7 on pages 387.

Housing Stock

NUMEROUS housing studies done over the years for the Cadillac area show 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. This is what is wanted and what can be afforded by the blue collar worker in the area. Traditional housing construction no longer provides 1,500 square feet for \$70,000.

However, the following counterpoint can be offered.

Housing Affordability for Owner Occupied Housing, 1999*

City of Cadillac Median Family Income X 2.5 = Affordable Unit Price	Median Housing Value in City of Cadillac	Additional Potential in City of Cadillac
\$38,357 x 2.5 = \$95,893	\$49,465	\$46,428
City of Cadillac Median Household Income x 2.5 = Affordable Unit Price		
\$28,270 x 2.5 = \$70,675	\$49,465	\$21,210

*Langworthy LeBlanc, "Demographic Profile," working paper data sheets for *City of Cadillac Master Plan Update*; 1999.

This indicates city residents are living in housing units which are below their affordable limit. This is not typical.

The City of Cadillac has a housing commission which owns and operates two subsidized senior housing apartment buildings: Kirtland Terrace and Cornerstone Apartments (formerly Leeson Court). Cornerstone Apartments also provides low-income housing. The City points out there is a higher proportion of low-income housing in Cadillac than the state average of low-income housing. There is a perception the city, thus, does not permit non-profit low income housing to be constructed. However, the demand for low income housing in Wexford County is still very high – with nearly 200 on waiting lists.

Housing is an issue for families with small children. Specifically, the issues center around use of lead paint in older homes and families who have housing but the building is inadequate. Seniors also have housing issues, primarily those that own homes but are not able to keep up maintenance on their home. (See Wexford County Building Permit Data on page 260.)

The second issue involving housing 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.

Housing in the Cadillac area has been studied many times. It is probably the most frequent topic of study done in the area (see page 34). The most recent of these studies was done by the Cadillac Area Chamber of Commerce. The study includes territory outside the political boundaries of Wexford County but presents data for purposes of this chapter. Rather than repeating that effort for this chapter, the executive summary, the *Housing Market Study for the Greater Cadillac Michigan Area*,²⁵⁴ and an update provided by the Public Consulting Team²⁵⁵ (in brackets) is presented here:

BACKGROUND AND SPONSORSHIP

The Cadillac Area Chamber of Commerce and other funding groups became aware of the need to identify future housing opportunities to assure the growing population would have rental and for purchase housing available. The impetus for this housing study was born from a chamber study indicating the need for an additional 125

²⁵⁴Cadillac Area Chamber of Commerce (Public Consulting Team); *Housing Market Study for the Greater Cadillac Michigan Area*; Cadillac; November 1997; pages 1-2.

²⁵⁵Eckenstahler, Charles R. of Public Consulting Team; Letter on Cadillac Housing Update; March 20, 1999.

homes to house the expanding workforce.

Under the chamber sponsorship, the Housing Study was completed with funds provided by the Cadillac Industrial Fund, Mercy Housing Michigan, City of Cadillac Housing Commission, NBD Bank Cadillac Charitable Trust and the NBD Civic Affairs Division.

(The update to the study was done to review job creation which occurred during calendar year 1998 and to compare the total number of jobs created during the period with projections contained in the November 1997 report. The update also included surveying selected major employers to ascertain employment growth projections for the period of 1999 through 2002.)
REGIONAL AND LOCAL ECONOMIC SETTING

The three counties of Wexford, Missaukee and Osceola comprise the regional market area. The City and four surrounding Townships serve as the regional center of employment and social amenities (referred to as the Primary Market Area). The study also focused on a third area, the Intermediate School District area, which comprises over 85% of the population in the three county region.

The region is poised for substantial growth. The population of the region is expected to grow 6% during the period ending in the year 2000, a faster rate of growth than the State as a whole. Since 1990, the labor force has increased to 10,092 persons. Unemployment has decreased from 11.7% to 6.7%.

The population of the Intermediate School District, during the period of 1997 to 2002 is projected to increase by 3,260 people, a 5.9% increase in population. The number of households will increase by 1,266, or 6.2%, during this period.

The Primary Market Area, the City of Cadillac and surrounding Townships, is projected to increase during the period of 1997 to 2002 by 1,100 people, a 4.5% increase. Households will increase by 434, a 4.7% increase during this period. In this area 15% of the population is of the retirement age of 62 years and an additional 12.7% in the pre-retirement age above 44 years.

Manufacturing is the dominate industry employing 22.2% of the total workforce, in the Primary Market Area and slightly more within the Three County Region. In 1990, there were 121 manufacturing firms. In 1994, the number rose to 133 firms, an increase of 12 firms.

The greater Cadillac area is poised for future population growth driven by the employment opportunities created by the manufacturing sector of the economy. Additional housing units will continue to be stimulated by increased desirability of the area for retirement purposes and the construction of additional regional transportation access which is expected to spur additional employment growth.

CONSUMER DEFINED HOUSING MARKETS

Three types of consumer housing demand were identified. Each group seeks different accommodations:

- 1) seasonal and recreation homes,
- 2) rural and small town living, and
- 3) the city and environs dwellers.

These groups also helped define the geographic boundaries for the data analysis.

DEMAND FOR HOUSING UNITS

Demand originates from three sources:

- 1) population increases,
 - 2) extraordinary employment growth,
 - 3) replacement housing units, and
 - 4) housing needs of special population groups.
- (The update surveyed nine industries located in the Primary Market Area in the last two weeks of February 1999. These firms employ over 2,800 persons and represent approximately 63% of the total employment reported by the "top ten employers within the Primary Market Area" as determined by the Chamber of Commerce in August 1997. Employment for the surveyed industries is projected to increase by 325 in 1999; 109 in 2000; 111 in 2001; and 142 in 2002; totaling 687 new employees from 1998 to 2002. If one assumes a similar growth for all industry and 3.1 jobs per household, then 354 housing units would be required to meet the needs of new employees.)

Demand for the period of 1997 to 2002 for these sources is projected to be:

Source	Intermediate School District	Primary Market Area 1997 estimates		Primary Market Area 1999 estimates	
		Low	High	Low	High
Population	1,266 units	481 units	633 units		
Employment	306 units	306 units	306 units	354 units	354 units
Total	1,572 units	787 units	939 units		
Special Needs	0 units	42 units	42 units		

Housing demand during the period of 1997 to 2002 for the Intermediate School District area is projected to be 1,572 units. Housing demand for the same period for the Primary Market Area will range between 787 to 939 units. The average annual demand for new housing units during this period, for the Primary Market Area, is projected to range between 157 to 188 units per year.

The ratio of owner vs. renter occupied units in the Primary Market Area is 75% owner occupied and 25% renter occupied. This trend indicates that 590 owner and 197 renter occupied units will be demanded during the period of 1997 to 2002 in the Primary Market Area.

AFFORDABILITY ANALYSIS

Analysis of the number of households and their income for the year 1997 and 2002 allows determination of the maximum home price which can be afforded by the income group, assuming that no more than 30% of their monthly income is used for housing.

Results for the 590 owner occupied housing units demanded in the Primary Market Area, using the low projection is:

Household Income Group	Housing Units Demanded 1997-2002	Maximum Home Purchase Price
Under \$5,000	6	-----
\$5,000 to \$9,999	26	\$18,895
\$10,000 to \$14,999	30	\$37,790
\$15,000 to \$24,999	83	\$56,684
\$25,000 to \$34,999	67	\$94,258
\$35,000 to \$49,999	97	\$132,318
\$50,000 to \$74,999	127	\$189,002
\$75,000 and above	154	\$190,000 and above
	Total 590	

(The employer survey conducted for the update also asked for information concerning annual wages for the new jobs. The results are in the following table:

Household Income Group	Jobs Created 1998-2002		Home Purchase Price
	Number	% Total	
Under \$10,000	0	0.00%	-----
\$10,000 to \$14,999	14	1.28%	\$25,000 to \$37,490
\$15,000 to \$24,999	508	46.31%	\$37,500 to \$62,499
\$25,000 to \$34,999	368	33.56%	\$ 62,500 to \$87,499
\$35,000 to \$49,999	121	11.05%	\$87,500 to \$124,499
\$50,000 to \$74,999	77	6.98%	\$125,000 to \$187,499
\$75,000 and above	9	0.81%	\$187,500 and above
Total	1,097	100%	

Home Purchase price is projected based on a 28% monthly income for principal and interest payment for a 30 year loan, 6.7% interest, 80% loan to value mortgage. From this data the new jobs created in the Cadillac area will create a demand for housing units with more affordable prices. The vast majority of housing in demand will be for homes less than \$125,000 in price with the largest

proportion a price less than \$90,000.)

The study process also examined the rental needs for 71 households within the Primary Market Area having annual incomes of \$35,000 or less. The results of this analysis, using the low projections, is:

Household Income Group	Number of Rental Units	Range of Monthly Rental Payment
Under \$5,000	2	\$125
\$5,000 to \$9,999	9	\$125 to \$250
\$10,000 to \$14,999	10	\$250 to \$375
\$15,000 to \$24,999	28	\$375 to 625
\$25,000 to \$34,999	22	\$625 to \$875
	total 71	

Both the demand estimated for owner and renter units would increase if the higher projections materialize.

(Home mortgage financing industry has become extremely aggressive in seeking home mortgages. The availability of mortgage money for the purchase of a home has never been better for prospective home purchasers in many years. Special first-time home purchase programs and less-than-perfect credit loan programs evidence

the aggressive lending practices in the current market. In many markets, renters are electing to purchase homes due to their ability to acquire mortgage funds and participate in special first-time-buyer programs or less down payment home purchase offers. These trends point out the possible need to be reviewed again in light of the current market trends for rental units.)

SUPPLY OF UNITS AND VACANCY RATES

United States Census information indicates

that 464 new housing units have been built annually during the period of 1993 through June of 1996 in the three county Regional Market Area. For Wexford County the annual average number of new housing starts is 177 units. The reported number of new housing units constructed in the Primary Market Area during this period averages 74 units annually.

A total of 1,038 rental units were inventoried as part of this study. The current vacancy rate for the total rental market is estimated to be 4.7%. Of the 433 subsidized rental units the vacancy rate is estimated to be 1.2% and for the 605 unsubsidized units 3.5%. *This data indicates that 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.*

There are only two (in 1997) planned or rumored projects which will add to the historic trend in the provision of units.

RECONCILIATION OF DEMAND AND SUPPLY

Using the past trend of production of new owner occupied housing units, compared with the projected demand trends, indicates that *220 to 335 units of owner occupied housing units, 44 to 67 units per year, will be needed to satisfy the unfulfilled housing demand within the Primary Market Area during the period of 1997 to 2002.*

Similarly for the same period, *a total of 197 to 235 of rental housing units will be needed, 27 to 35 units per year, to meet projected unfulfilled demand within the Primary Market Area.*

COMMUNITY HOUSING SURVEY

A statistical sampling survey with a 19.2% return was conducted during January 1998. This

resulted in a survey with a 90% confidence interval $\pm 3.5\%$. Key results include:

- a housing shortage exists – both rental (78.6%) and for purchase (63.3%) housing units.
- intervention into the market by the provision of housing by local governments was evenly divided.
- married and single parents with children plus households with more modest annual incomes appear to be affected by the housing shortage to a greater extent.

CONCLUSIONS AND RECOMMENDATIONS

A combined interest group, representing both public and private development interests, should be convened to address the potential housing shortage and make specific recommendations for remedies.

The provision of housing units for households having incomes which can be classed as affordable should be a top priority, as such households comprise a majority of the demand for housing units."

Opinion Survey on Housing

A number of questions in the telephone interview focused on residents' views about desired changes in the county. One series of questions established the context as follows: "There's been a lot of talk about what Wexford County should look like ten years from now." Then respondents were asked whether each of a number of changes are "very important," "somewhat important," "not too important," or "not at all important" to the future of the county. Responses to some of these questions are summarized in the following table.

Importance of Infrastructure Changes to the Future of Wexford County: Percentage Distributions and Means

	Mean*	Very Important	Somewhat Important	Not Too Important	Not at All Important	Don't Know
Availability of Affordable Housing	1.61	48.5	35.1	9.4	1.2	5.7
Improving Zoning	2.08	24.5	37.4	21.5	5.0	11.6
Availability of Upscale Housing	2.69	5.2	31.4	43.3	12.9	7.2

*The response options are given the following numeric codes: "very important"=1; "somewhat important"=2; "not too important"=3; and "not at all important"=4. Consequently, low mean scores represent high importance ratings. ("Don't know" responses are excluded when computing mean scores.)

"Improving the availability of affordable housing in the county" is given the highest importance rating by about one half of respondents, with only about 10 percent choosing one of the two lowest importance scores to describe their views. Only upgrading roads in the county was given a higher level of endorsement of the infrastructure questions in the survey.

Many fewer respondents view other specific changes as "very important". About one quarter of respondents view

"improving zoning in the county" as "very important," although more than 25 percent believe that improving zoning is equally *unimportant* ("not too important," "not at all important." More than 10 percent of respondents state that they have "no opinion" about the importance of county zoning improvements.

Very few respondents believe that "improving the availability of upscale or high cost housing in the county" is

“very important.” In fact, more than 55 percent of respondents report that this change in “not too important” or “not at all important” to the county’s future.

Concerning housing and quality of life, residents ranked “more housing for elderly” in fifth place, behind

“more activities for teenagers,” “better coordination of city/county planning,” “more activities for children,” and “more land as “open space.” “More low income housing” fell into seventh place.

Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life: Percentage Distributions and Means

	Mean*	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
More housing for elderly	1.95	22.3	44.4	16.4	1.0	15.9
More low income housing	2.13	18.1	48.0	23.8	3.0	7.2

*Numeric coeds are assigned to each response option, such that “strongly agree” equals 1; “agree”=2; “disagree”=3; and “strongly disagree”=4. “Don’t know” responses are excluded when means are computed.

Generally speaking, more than one half of residents express some level of agreement with the new initiatives being proposed.

Between about 20 and 30 percent of respondents also “strongly agree” to this statement: “The county needs to provide more housing for elderly people.”

However, the percentage of respondents *disagreeing* with the statement is between about 15 and 20 percent. (Note that about one respondent in six has “no opinion” about the housing needs of the elderly.)

Support for more low income housing in the county is relatively low. Less than 20 percent of respondents “strongly agree” that “the county needs to provide more housing for low-income people.” More than one quarter of residents disagree that more low income housing is needed.

Homeless

NORMALLY, one does not think of homeless people as an issue for a northern Michigan community. However over 260 people were homeless in Wexford County in 1999-2000.²⁵⁶ On November 9, 2000 a census of homeless was taken by schools, social service agencies, law enforcement and various other community organizations. On that date 135 individuals were without a home. An additional 283 persons which were part of a family which have children were without a home.

The main reasons people are homeless in Wexford County are: (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 beds²⁵⁷

and 22 transitional housing beds.²⁵⁸ During the 1999-2000 fiscal year, 465 homeless individuals (including 70 individuals in 20 families) were provided emergency housing in the two counties. Total bed nights for the same period was 5,616. In the same year, 49 families and 37 individuals were turned away from emergency shelter services due to lack of affordable housing, individuals lacking credit criteria or lack of money by the shelter agency. A total of 134 persons were provided with transitional housing in the same fiscal year.

Family Resource Center’s Opportunities for Abused Spouses in Stress, (OASIS) has sought Michigan State Housing Development Authority (MiSHDA) grant funding to address the needs for homeless shelters. To do so OASIS and the Wexford-Missaukee Human Services Collaborative Body have developed a Wexford-Missaukee Homeless Continuum of Care system which seeks to provide homeless prevention, outreach/assessment/intake service, provide emergency shelters, transitional housing, permanent housing for homeless, and permanent supportive services.

Housing for Disabled

HOUSING for Disabled is an issue of “Continuum Care Program” which is part of the housing issue being dealt with by the Missaukee-Wexford Counties Human Services Collaborative Body (see page 213).

Contractors, Inspectors

WEXFORD county operates a building inspection

²⁵⁷(...continued)

with motel vouchers. Shelter is also provided by Staircase and the Salvation Army.

²⁵⁸ Transitional Housing Beds/Units (for transition from one living situation back into the community): 3 beds at New Hope, 3 beds at Friends Ministry (in Lake City), 10 beds in Cadillac (House at the corner of Cobbs and Mitchell Street) at Addiction Treatment Services of Traverse City (only for persons with addictions), and 6 beds at North Central Community Mental Health (Pearl Street house) (only for persons with mental illnesses).

²⁵⁶ Spoelman, Shari; Presentation to Cadillac Rotary Club on “Wexford-Missaukee Homeless Continuum of Care; Community Survey on the Needs and Resources of Homeless People”; OASIS; February 13, 2001; Cadillac, Michigan.

²⁵⁷ Emergency shelter beds: 16 beds at OASIS (women and children only), 7 beds at New Hope (men only), an average of two beds per night (continued...)

department providing building, electrical, mechanical, and plumbing inspections for new construction. The City of Cadillac also provides building and mechanical inspections. The City of Manton and Cedar Creek Township jointly provides building inspections.

Contractors in Wexford County are all private for-profit businesses. The two exceptions are high school level construction trades classes which build homes and Habitat for Humanity™. Contractors are represented by the Northwest Michigan Home Builders Association (serving Missaukee, Osceola and Wexford Counties). The association is located in Cadillac and affiliated with the National Association of Homebuilders of the United States and the Michigan Association of Home Builders. Membership includes builders, contractors, developers, appliance stores,

attorneys, banks and mortgage providers, building suppliers, other trades (masons, drywall, electricians, plumbers, excavators, fence, insulation) furnishing retailers, insurance agents, manufacturing housing, real estate agents and appraisers, surveyors, well drillers, and other speciality services.

The building contract trades are a licenced profession in Michigan. They are subject to review and consumer protection laws administered through the Bureau of Construction Codes (Henry L. Green, Executive Director), Michigan Department of Consumer & Industry Services (formerly the Michigan Commerce Department.) (Bureau of Construction Codes was formerly in the Michigan Department of Labor.)

Zoning Permits and Actions (appeals, variances, amendments)

	County of Wexford	City of Cadillac	City of Manton	Village of Buckley	Village of Mesick	Haring Charter Township	Cedar Creek Township	Spring-ville Township	TOTAL	Estimated overall TOTAL
1992	252	n/a	n/a	n/a	1	65	n/a	n/a	318	681
1993	250	290	6	n/a	6	46	n/a	n/a	598	664
1994	270	345	13	n/a	8	n/a	n/a	n/a	636	779
1995	313	266	15	15	5	96	n/a	n/a	710	779
1996	372	270	4	8	11	98	n/a	n/a	763	845
1997	408	275	25	39	5	78	6	n/a	836	920
1998	514	259	28	20	11	88	47	n/a	967	1,034
1999	440	272	24	18	3	98	63	n/a	918	975
2000	372	283	n/a	n/a	n/a	118	n/a	n/a	773	825

Construction Code Permits

	County of Wexford	City of Cadillac	Cedar Creek Township	City of Manton	TOTAL	Estimated overall TOTAL
1993	479	246	n/a	6	731	769
1994	646	313	n/a	13	972	1,013
1995	720	232	n/a	15	967	1,015
1996	767	248	n/a	4	1,019	1,076
1997	763	254	63	15	1,095	1,095
1998	806	242	52	28	1,128	1,128
1999	792	249	74	24	1,139	1,139
2000	735	261	n/a	n/a	996	1,057

Wexford County New Construction Data

Year (Cedar Creek Township not included for years 1993-1996)	New					Additions	Miscellaneous
	Dwellings		Non-Dwellings				
	Stick-Built and pre-fab	Mobile Home and modular (double- wide)	Garages	Pole Buildings	Commercial		(Other: foundation, demolition, decks, roof over mobile homes)
1993	110	100	158	60	32	215	56
1994	168	159	213	54	50	245	78
1995	172	163	220	61	49	238	63
1996	177	149	262	72	48	236	75
1997	172	161	247	96	47	248	125
1998	184	173	284	95	43	243	121
1999	195	142	245	113	45	276	123

Raw building and zoning permit data from each municipal agency can be seen starting on page 260.

The Michigan Construction Code is a state statute. Even though a local government might be doing the inspection, the application and administration of the code is ultimately overseen by the State of Michigan. Michigan requires inspectors to have a certain level of training and certification. In order to file a complaint, you must be an affected homeowner or the complaint must come from a local government (County Board, Township Board, Village or City Council). Complaints should be directed to Henry L. Green, Executive Director, Michigan Department of Consumer & Industry Services.

There is no state agency which can oversee county zoning administration. There is no state or county agency which can oversee local (city, village, township) zoning administration. Zoning is an independent function of county or local government. Anyone can initiate a complaint about zoning administration. If a person feels a zoning administrator (or other zoning decision) was made incorrectly or is unfair the following steps, in order, must be followed. To start a formal appeal:

1. File an appeal with the local government (county, township, village or city). Usually the forms for an appeal are obtained from the zoning administrator. (Some zoning ordinances have a time limit to start an appeal.)
2. Attend the Appeals Board Hearing. At this meeting, both sides are presented and the Appeals Board makes a decision. These meetings are subject to the Open Meetings Act and must be conducted in public. You have the right to be present during all discussion of the issue and at the vote.
3. If one is still not satisfied, the next step is to take the matter to Circuit Court. At this point you will need to

hire a lawyer.

The Michigan Soil and Sedimentation Control Act is a state statute. Even though county or city government is doing the inspection, the application and administration of the code is ultimately overseen by the State of Michigan. Anyone can initiate a complaint about the Soil and Sedimentation Control Act administration. If one feels the soil erosion inspector made an incorrect or unfair decision the following steps, in order, must be followed. To start a formal appeal:

1. File an appeal with the county or city. Some counties and cities have a Soil and Sedimentation Appeals Board. Usually the forms for an appeal are obtained from the soil erosion inspector.
2. The appeal is heard by the county Soil Appeals Board. Attend their meeting. At this meeting both sides are presented and the board makes a decision. These meetings are subject to the Open Meetings Act, must be conducted in public. You have the right to be present during all discussion of the issue and at the vote.
3. If the county or city does not have an appeals board, or if not satisfied with the appeals board's ruling, then take the matter to the Michigan Department of Environmental Quality, Land & Water Management Division.
4. If still not satisfied, the next step is to take the matter to Circuit Court. At this point you will need to hire a lawyer.

The Wexford County Sanitary Code is required by Michigan Health Code, a state statute. The administration and inspection is done by the Wexford Office of District #10 Health Department. The Health Department is a separate regional government agency, not truly part of Wexford County or the State of Michigan. Anyone can initiate a

complaint about Sanitary Code administration. If one feels the Sanitary Code inspector made an incorrect or unfair the following steps, in order, must be followed. To start a formal appeal:

1. File an appeal with the Sanitary Code Inspector within 20 days of the decision at issue. The forms for an appeal are obtained from the Registered Sanitarian (Sanitation Code inspector).
2. The appeal is heard by the District #10 District Board of Health. Attend their meeting. At this meeting, both sides are presented and the District Board of Health makes a decision. These meetings are subject to the open meetings act, must be conducted in public. You have the right to be present during all discussion of the issue and at the vote.
3. If still not satisfied, the next step is to take the matter to Circuit Court. At this point you will need to hire a lawyer.

The Wexford County Address Ordinance is not a regulatory system or a permit. It is simply a process of assigning an address number for purposes of emergency response and 9-1-1. The calculation to figure out and issue an address is done by the Wexford County Planning and Building Department. Addresses are not issued unless local zoning or Sanitary Code permits have been issued first (or the zoning administrator or sanitary code inspector have signed off indicating their permit is not needed). If an address is not issued because there is no zoning or sanitary code permit, the appeal/complaint should be pursued with the local zoning or District Health Department.

Complaints about the name of a road in a township should be directed toward the Wexford County Road Commission; in a city to the City Council; in a village to the Village Council. Those boards decide the names of roads. Road names usually can not be changed, unless very specific and restrictive conditions are met. Usually the result is a road name should not be changed.

Other complaints about address numbers should be directed to the Wexford County Planning Commission, % County Planner. The Planning Commission is responsible for all other issues of administration of the county's address system.

State Programs

VARIOUS state programs exist to provide funding for housing needs and to provide low interest rate, or

guaranteed loan for home mortgages. One set of state programs, Michigan Affordable Housing Fund, is to support the home ownership for low-income families and support housing self sufficiency. Temporary Assistance for Need Families (TANF) funds are being used to support the initiative. The program provides funding for (1) Habitat for Humanity, (2) Home Purchase (screening and home ownership counseling, pre-purchase inspections, credit repair, down-payment assistance, maintenance training) (3) Home Retention (foreclosure prevention that includes debt counseling, minor home rehabilitation, one-time credit repair) and (4) Lead Paint Abatement.

Michigan State University Extension has an educational role in the Home Purchase and Home Retention Programs through involvement in the Michigan Home Ownership Counseling Network. The service includes screening and home ownership counseling, home maintenance training, debt counseling, and minor home repair training. Other members of the Network include non-profit agencies and Community Action Agencies.

The Michigan State Housing Development Authority (MSHDA) also administers Community Development Block Grants for home repair, low-income subsidized housing, and so on. For the County of Wexford the Wexford County Home Improvement Program is administered by the Northwest Michigan Human Services Agency (a community action agency). The program provides Wexford County homeowners who are current with property taxes and have homeowner's insurance with the options of deferred and low interest loans.

The deferred loan is when the loan is not paid back until the last borrowing homeowner either dies, moves permanently out of the home, or transfers the title of the home. The loan is then paid back from proceeds from the sale of the house.

Low interest loans are paid in monthly payments. Interest rates depend on family size and income. The rates range from 0% to 3%, for a term of not more than 15 years.

The home repairs can include new roof, windows, plumbing or electrical upgrade, painting and finishing work, appliances, handicap accessible modifications, and other improvements.

Finally, the City of Cadillac Housing Commission provides senior housing at two locations Kirtland Terrace and Cornerstone Apartments (formerly Leeson Court).

Permit Data Detail by Permitting Agency Tables

Wexford County Zoning and Building Department

Zoning for: Antioch, Boon, Cherry Grove, Clam Lake, Colfax, Greenwood, Hanover, Henderson, Liberty, Selma, Slagle, South Branch, and Wexford Townships.
 Construction Code for: Antioch, Boon, Cedar Creek, Cherry Grove, Clam Lake, Colfax, Greenwood, Hanover, Henderson, Liberty, Selma, Slagle, South Branch, and Wexford Townships; Haring Charter Township; Buckley, Harrietta, and Mesick Villages.

Year	Soil and Sedimentation Permits (All of Wexford County)	Zoning Permits					Construction Codes Permits			
		Permitted Uses	Special Uses	Appeals and Variances	Zoning Amendments	Enforcement Actions	Construction Code Permits	Electric Code Permits	Plumbing Code Permits (Started June 1996)	Mechanical Code Permits (Started June 1996)
1992	n/a	252					483	765		
1993	n/a	250					479	734		
1994	n/a	270					646	846		
1995	n/a	313					720	726		
1996	12	356	7	8	1	n/a	767	767	310	422
1997	31	386	8	14	0	32	763	841	465	1,608
1998	38	487	10	15	2	30	806	827	424	919
1999	69	404	15	15	6	61	792	828	434	929
2000	60	372	13	8	6	40	735	786	450	894

Wexford County Building and Zoning Department

For: Antioch, Boon, Cedar Creek, Cherry Grove, Clam Lake, Colfax, Greenwood, Hanover, Henderson, Liberty, Selma, Slagle, South Branch, and Wexford Townships; Haring Charter Township; Buckley, Harrietta, and Mesick Villages; and Electric and Plumbing for City of Cadillac.

Year	New					Additions	Miscellaneous
	Dwellings		Non-Dwellings				(Other: foundation, demolition, roof over mobile homes)
	Stick-Built and Pre-Fab	Mobile Home and Modular (double-wide)	Garages	Pole Buildings	Commercial		
1993	85	73	129	60	29	68	35
1994	146	109	176	53	44	66	52
1995	162	131	194	61	42	82	48
1996	162	111	231	72	46	84	61
1997	146	115	208	79	42	74	99
1998	152	125	241	84	33	78	93
1999	167	106	210	98	40	78	93
2000	177	93	187	101	24	43	105

City of Cadillac Zoning and Building							
Year	Zoning Permits					Construction Code Permits	
	Permitted Uses	Special Uses	Appeals and Variances	Zoning Amendments	Enforcement Actions	Construction Code Permits	Mechanical Code Permits (Started June 1996)
1992	n/a	4	37	3	n/a	n/a	195
1993	242	4	10	3	n/a	246	194
1994	303	10	30	2	n/a	313	257
1995	226	6	28	6	n/a	232	185
1996	245	3	16	6	n/a	248	208
1997	252	2	16	5	n/a	254	219
1998	239	3	13	4	n/a	242	183
1999	247	2	19	4	n/a	249	216
2000	257	4	18	4	n/a	261	194

City of Cadillac Building and Zoning							
Year	New					Additions	Miscellaneous
	Dwellings		Non-Dwellings				
	Stick-Built and Pre-Fab	Mobile Home and Modular (double-wide)	Garages	Pole Buildings	Commercial		(Other: foundation, demolition, roof over mobile homes)
1993	25	27	27	n/a	0	146	21
1994	20	47	37	n/a	4	179	26
1995	10	30	21	n/a	3	156	12
1996	14	38	30	n/a	2	151	13
1997	11	30	26	n/a	3	166	18
1998	6	35	22	n/a	3	153	23
1999	10	25	22	n/a	1	180	11
2000	7	37	14	n/a	3	186	14

Haring Charter Township Zoning			
Year	Zoning Permits		
	Permitted Uses	Special Uses	Appeals and Variances
1992	57	8	n/a
1993	36	10	n/a
1994	n/a	n/a	n/a
1995	84	12	3
1996	89	7	2
1997	76	2	1
1998	86	2	1
1999	90	8	2
2000	104	10	4

City of Manton Zoning and Building		
Year	Zoning Permits	Construction Code Permits (no data provided for Building, Electric, Plumbing permits)
	Permitted uses (No data provided for special uses, appeals and variances, amendments, enforcement)	Mechanical Code Permits (Started June 1996)
1993	6	
1994	13	4
1995	15	
1996	4	
1997	25	1
1998	28	
1999	24	
2000	n/a	n/a

City of Manton Building and Zoning							
Year	New					Additions	Miscellaneous
	Dwellings		Non-Dwellings				
	Stick-Built and Pre-Fab	Mobile Home and Modular (double-wide)	Garages	Pole Buildings	Commercial		(Other: foundation, demolition, roof over mobile homes)
1993	0	0	2	0	3	1	0
1994	2	3	0	1	2	0	0
1995	0	2	5	0	4	0	3
1996	1	0	1	0	0	1	1
1997	1	2	4	3	1	0	4
1998	2	2	6	2	7	4	5
1999	2	0	5	1	3	4	9
2000	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Village of Buckley Zoning					
Year	Zoning Permits				
	Permitted Uses	Special Uses	Appeals and Variances	Zoning Amend-ments	Enforcement Actions
1995	15				
1996	8				
1997	39			1	
1998	19	1		1	
1999	18			1	
2000	n/a	n/a	n/a	n/a	n/a

Village of Mesick Zoning					
Year	Zoning Permits				
	Permitted Uses	Special Uses	Appeals and Variances	Zoning Amendments	Enforcement Actions
1992	1				
1993	6				1
1994	8				
1995	5				
1996	11				
1997	4		1		
1998	11				
1999	3				
2000	n/a	n/a	n/a	n/a	n/a

Cedar Creek Township Zoning and Building						
Year	Zoning Permits					Construction Codes Permits
	Permitted Uses	Special Uses	Appeals and Variances	Zoning Amendments	Enforcement Actions	Construction Code Permits
1997	6					63
1998	47					52
1999	63					74
2000	n/a	n/a	n/a	n/a	n/a	n/a

Cedar Creek Township Building and Zoning							
Year	New					Additions	Miscellaneous
	Dwellings		Non-Dwellings				(Other: foundation, demolition, roof over mobile homes)
	Stick-Built and Pre-Fab	Mobile Home and Modular (double-wide)	Garages	Pole Buildings	Commercial		
1997	14	14	9	14	1	8	4
1998	24	11	15	9	0	8	10
1999	16	11	8	14	1	14	12
2000	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Harrietta Village is not zoned.

Springville Township did not provide requested data.

There is confusion over who (county or Cedar Creek Township) handles electric, plumbing and mechanical permits in Cedar Creek Township. Neither reports numbers for that area. Manton City does mechanical code inspections, but no one is reporting construction, electric, or plumbing permits in Manton.

The County provides electrical and plumbing inspections in the City of Cadillac.

Chapter B12: Infrastructure

THE series of maps on pages 303 to 317 show the county's utility, infrastructure, service area boundaries, and so on.

Transportation

WEXFORD County is served by several modes of transportation.

Railroad

Earlier in the report, discussion centered on the impact of rail transportation upon settlement patterns. Today, two railroads service the county. Tuscola & Saginaw Bay Railway Company provides the main link to Wexford from the southeast, from Clare, where it has lines from Mt Pleasant and Midland. The railroad traverses the Cadillac City Industrial Park and heads north toward Manton, but does not go through that city's industrial park. Just north of Wexford County it forks to Traverse City and toward Petoskey.

Traversing the county from the Cadillac Industrial Park to the northwest is the Michigan Interstate Railroad track. Michigan Interstate is a government subsidized line for the former Ann Arbor Railroad, operated by Tuscola & Saginaw Bay Railway Company. This line runs from Cadillac through Harrietta to Yuma. The line used to run to Mesick and on to Elberta, near Frankfort on Lake Michigan. At Elberta the Ann Arbor Railroad used to operate a rail ferry across Lake Michigan to Wisconsin. This railroad is no longer in operation west and north of Wexford County. Active rail service now ends in the Yuma-Mesick area.

Railroad Crossings

In 1995, the railroad crossings north of Yuma were removed. This eliminated the need to maintain the signage and the requirements for buses and fuel haulers to stop at crossings no longer in use by the railroad.

In 1996, the Road Commission and the City of Cadillac received a grant from Michigan Department of Transportation (MDOT) to upgrade all of our railroad crossings. The upgrade included new signs, posts, and reflective decals for the posts and back of the signs.

Railroad crossings maintained by Cadillac include: Whaley, Cobbs, Hobart, Cedar, South Mitchell, Chapin, Cass, Chestnut, Haynes, Bond, Aldrich, Wright, Leeson, River, Gunn, Tenth, Seventh, and Fifth Streets. The M-115 and M-42 (W Main Street) crossings are maintained by the MDOT. The Wexford County Road Commission maintains: East Lake Mitchell Drive, West Lake Mitchell Drive, S 31

Road (Hoover Road or USFS 5381), USFS 5255, S 29 Road (Powell Road), S 27 Road (Millersville Road), S 25 Road (Townline Road), W 34 Road, (Boon or Heuston Road), S 23 Road, W 30 Road, S 21½ Road, Trailroad, S 17 Rd., S 15½ Road, Davis Street, W 30 Road, S 11½ Road, W 28 Road, W 26 Road; E 36 Road (Thirteenth Street), E 34 Road (Boon Road), E 30¾ Road (Haring Road), E 30 Road, E 24 Road, N 39½ Road (McConnell Road), E 22 Road, N 41 Road, E 20 Road, E 18½ Road, Seventh Street, South Street, Rose Street, Elmore Street, Elm Street, E 14 Road, N 41½ Road, N 41 Road, E 10 Road, and County Line Road (E 2 Road).

All crossings are inspected annually by the Road Commission and MDOT. The Road Commission is responsible for the pavement markings and maintaining the clear vision areas at each crossing.

Trails

White Pine Trail follows the former railroad grade south of Cadillac toward Tustin and on to Big Rapids and Grand Rapids. South of Wexford County the trail is being paved for bike, pedestrian, and snowmobile use. In Reed City the White Pine Trail intersects with the Pere Marquette rail-to-trail. This trail system is operated as a state park by the Department of Natural Resources. There are efforts to pave the trail north to Cadillac.

The White Pine Trail would then connect with the round-the-lake bike route which circles Lake Cadillac. The City of Cadillac maintains this route. Also connecting with the bike route is the Keith McKellop Walkway²⁵⁹ following the Lake Cadillac shore in the linear city park on the northeast part of the lake. Another connect is the Cadillac Heritage Nature Study Area nature trails at the Carl T. Johnson Hunting and Fishing Center in the William Mitchell State Park.

In turn the bike route would be able to connect with a proposed Clam River Greenway. This trail is proposed to run along the Clam River from Lake Cadillac's lakefront linear park to the CASA-Wise sports complex. There is further potential for this trail system to connect to the

²⁵⁹The walkway is named after Keith "Mac" McKellop, 1911-2001, who was instrumental in the vision of, fund-raising for, and construction of the trail as chair of the Lakefront Development Committee. McKellop was active in many Cadillac civic organizations, Cadillac-Wexford County Library Board, Wexford County Historical Museum, the Cadillac Area Chamber of Commerce President, "Citizen of the Year," member of Cadillac City Council and mayor pro-tem. He was also instrumental in establishing Cadillac as Tree City U.S.A.

Cadillac Pathway in western Missaukee County.

The North Country Trail is a national trail system which runs from New York to Minnesota. Its route north through the lower peninsula of Michigan enters Wexford County in Springville Township and follows county roads until it is able to enter a large block of public land ownership along the Big Manistee River. This foot path (including hiking, mountain biking) then follows the north side of the Big Manistee River to the east side of Wexford County, leaving the county to go toward Fife Lake. The Manistee River Trail, a spur or loop to the North Country Trail, enters Wexford County to go to Seaton Creek USFS Campground.

In the City of Manton volunteers are developing the Manton Pathways which start at the west end of Cedar Street and circle around to the northwest. There is potential to connect this trail to the North Country Trail.

Through Mesick is an abandoned rail right-of-way which goes toward Thompsonville. From Thompsonville to Elberta it is being developed into a bike/hiking trail through the efforts of the Michigan Department of Natural Resources, Betsie Valley Trail, Inc., Benzie County, and Rails-To-Trails. There is potential for the Mesick area to connect to this trail system and to connect to the North Country Trail.

A more difficult link, due to distance and private land, would be to connect the Clam River Greenway-Cadillac area trails to the Manton-Mesick-North Country Trail system.

Other trails include Missaukee Junction Off-Road Vehicle trails north of Cadillac. A snowmobile trail system in the Manistee National Forest connects Cadillac, the Caberfae Ski area, Wellston, and Baldwin, and the southern spur of the Shore-To-Shore Riding and Hiking Trail which comes south to the area of the Cadillac Pathway near Boon Road and the Missaukee County line.

The Cadillac Cross-Country Ski Trail enters Wexford County in Henderson Township and goes north, leaving the county at Greenwood Township. There are also cross country ski trail near Caberfae ski resort and by the Intermediate School District buildings.

The Cadillac Visitor and Convention Bureau recommends a "county multi-use greenway" concept, with a U.S.-131 freeway trail and a network of trails and trail enhancements that will link natural areas, historic sites, parks, gathering places, athletic fields and open space in Wexford County.

Airport

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. It is operated by an authority appointed by the County Board of Commissioners who, in turn, hire an airport manager. The airport also provides a location for a fixed base operator who provides fuel, aircraft mechanic service, and so on.

In early 2001 the airport received a grant for an Instrument Landing System (ILS). This technology allows

air craft to approach a runway down to 200 feet by instrument before manually landing. Instead of a 5% flight cancellation due to weather, the ILS is expected to reduce the flight cancellation to 1% of the time.

Flights into Cadillac include corporate flights—freight and corporations flying various employees to and from Cadillac. Many in the county have jobs which depend on the airport for some aspect of the employer's operation. It is anticipated with the ILS Cadillac may become an alternative landing location when Traverse City's airport is closed in due to weather.

Airport service has become a vital part of an areas' economy. Business related flying is the fastest growing segment of general aviation; is an essential part for a community to attract and retain industry; essential for overnight delivery (Fed Ex™, United Parcel Service, United States Postal Service, and so on); necessary for "just-in-time-inventory" in manufacturing; as well as various emergency services.²⁶⁰

Public Transit

Public transportation is provided in the county. Cadillac-Wexford Transit Authority Inc., (Dial-A-Ride) provides on-demand door-to-door service throughout the county. There is not any commuter route service. The Transit Authority also provides contract, or charter, service seven days a week at any time.

The City of Cadillac currently licences one private taxi cab service.

Roads

A transportation map is on page 303. The county is served by five state/federal highways:

- **U.S.-131** which is the main artery in the county traveling through Cadillac and Manton cities from Grand Rapids/Big Rapids to Petoskey;
- **M-115** traveling from Clare through Cadillac and Mesick Village to Frankfort.
- **M-55** which heads east-west across the lower peninsula from Tawas City on Lake Huron/Lake City in Missaukee County through Cadillac to Manistee on Lake Michigan;
- **M-37** going north from Grand Rapids/Baldwin along the west edge of Wexford County through Mesick Village to Traverse City;
- **M-42** which traverses most of the north part of Wexford going from Lake City (Missaukee County) through Manton to Mesick Village.

U.S.-131 is considered a principal statewide artery, while M-55, M-37, and M-115 are regional arterials. M-55 is also considered a federal forest highway, and managed by

²⁶⁰Downer, James C.; *The Value and Importance of Your Community Airport*; Michigan Department of Transportation, Bureau of Aeronautics; March 16, 2001 unpublished presentation; slide 6.

the USFS as a scenic highway. M-42 is a local highway servicing a short distance. U.S.-131 is in process of being re-routed as part of the Interstate Freeway System from the south to a point just south of the Big Manistee River, north of Manton. This resulted in a Business Route U.S.-131 through the central business district of Cadillac and Manton. In preparation for this a *Cadillac Area Corridor Study*²⁶¹ was prepared with recommendation for enhancement of the business route in Haring Charter Township, Clam Lake Township, and City of Cadillac. A similar economic strategy planning effort is taking place by the Four Corners Group²⁶² in the Manton area.

Parts of Haring Charter Township, Clam Lake Township, and all of the City of Cadillac are also classified within a federal aid urban boundary which qualifies for federal funding assistance for safety related road construction projects. Shown on a map on page 303 are the state highways and the county primary roads. County primary roads also receive federal aid money for their construction and maintenance. County local roads, on the other hand, are the responsibility of local funding, with at least 60 percent municipal funds.

Paved roads are important for residential and commercial areas. Road improvements and/or upgrading should be a goal to serve residential locations. In areas where industrial, forestry, and agricultural pursuits take place, construction and maintenance of roads is not as straightforward. In urban areas of commercial and industrial activity, road construction should be to all-season (class A) standards, so the paved road is not subject to seasonal load limit restrictions.

The Road Commission has a contract with the Michigan Department of Transportation (MDOT) for winter and summer maintenance of the 133 miles of state highway in Wexford County. The Road Commission will also maintain the new US-131 freeway.

Summer maintenance consists mainly of surface and shoulder maintenance, culvert and guard rail repair, mowing right-of-way and clear vision areas, and roadside park maintenance.

MDOT's policy for winter maintenance requires the Wexford County Road Commission provide the best possible surface conditions that the weather will allow, 24-hours a day on the trunk lines that they have designated as "green routes." In Wexford County, only M-42 is not classified as a green route.

The number of people employed is based on winter maintenance with a goal to open all roads during the day shift immediately after any significant snowfall. Main

county roads are addressed at the same time as the state trunk lines.

The Wexford County Road Commission implement and remove "Frost Laws" which are seasonal load limit restrictions during spring thaw conditions, on the same dates as MDOT. The specific dates that takes place each year depends on weather. The Frost Laws state that all roads in Wexford County may be traveled during frost thaw season if the following provisions are met: 1. All types of loads must be reduced by 35% from legal axle loads and 2. speeds shall be reduced to 35 m.p.h. for a truck with a gross weight of 10,000 pounds or more, a truck-tractor with a trailer, or their combination. Milk haulers are exempt from these rules, but must still obtain a permit from the Road Commission and identify haul routes that they will use during Frost Law season.

All-season roads (not subject to Frost Laws) are:²⁶³

- **US-131;**
- **M-115;**
- **M-55;**
- **M-37;**
- **E 34 Road** (Boon Road) from M-115 east to the Missaukee County line;
- **E 36 Road** (Thirteenth Street) from M-115 to S 45 Road (Crosby Road);
- **S 45 Road** (Crosby Road) from E 36 Road (Thirteenth Street) south to M-55;
- **S 41½ Road** (Mackinaw Trail) from M-115 north to US-131 (future business route US-131);
- **E 48 Road** (McBain Road) from M-115 east to the Missaukee County line;
- **S 47 Road** from M-115 to E 48 Road (McBain Road);
- **W 14 Road** (Thirteen Mile Road/Bear Lake Road) from M-115 west to the Manistee County line;
- **N 9 Road** from M-115 to W 4 Road;
- **W 4 Road** from N 9 Road to M-37; and
- **W 4 Road** from M-37 west 2.5 miles.

A paved surface is important in order to avoid particulate matter (dust) causing environmental problems as well as avoiding the public nuisance from dust and damage from gravel, etc., on unimproved roads. At stream crossings with steep approaches to the bridge, paving is the most effective way to manage storm water runoff. While gravel roads may have a more aesthetic appearance for rural settings where bridges cross rivers, the runoff carrying road gravel and brines, oils, etc., is not an environmentally effective design. Paved all-season roads are a priority in the more urban industrial areas and on county primary truck routes. Other roads in Wexford County are considered "seasonal roads" and are generally identified by a sign. Seasonal roads do not receive year round maintenance like snow plowing in winter.

²⁶¹Haring Charter Township, Clam Lake Township, City of Cadillac; *Cadillac Area Corridor Study*; September 1999; pages 39-40.

²⁶²Four Corners Group is a group of municipal governments cooperating on various projects. The Municipalities are Greenwood, Liberty, Cedar Creek Townships, City of Manton, and the Manton Chamber of Commerce.

²⁶³ M-42 is not an all-season truck route.

Road Types and Status

County Funding Designation	City/Village Funding Designation	State Highway	Surface Type	Notes
		Freeway (U.S.-131)	Four or more lane divided limited access highway	Through traffic of all types
		Highway (M-37, M-115, M-55, U.S.-131, and Business U.S.-131)	Paved, all season design	Through traffic of all types.
Primary Road	Major Street		Paved, all season design	Through and local traffic of all types
Primary Road	Major Street	Highway M-42	Paved with seasonal weight limits	
Local Road	Minor Street		Paved with seasonal weight limits	
Local Road	Minor Street		Gravel, graded sand	
Local Road	Minor Street		Graded sand, two track (seasonal)	

To serve the county's timber and agricultural businesses, well-maintained gravel roads may be the preferred facility. Several farm and timber industries have voiced the preference for gravel roads which can be used year-round rather than a hard surfaced road which is subject to seasonal load restrictions. This preference is not in harmony with the public sector's desire to pave roads in an attempt to keep maintenance costs down. Gravel roads are costlier and more time consuming to maintain. There is also the contention a paved road is safer. It is estimated to cost one-fifth as much to maintain a paved road compared to the amount spent on a gravel road for maintenance. A gravel road washes away in heavy rains, is dusty in dry weather and requires regular grading and shaping to give a smooth efficient road for the vehicle driver.

Today, the system of county primary roads are paved. Townships can be active in paving local roads. Care and careful analysis must be taken before improving roads to weigh the benefit of lower cost maintenance versus disruption and/or higher cost to forest, agriculture and other industries in Wexford County.

Seasonal roads are not open to public travel and snow will not be removed during the months of November through April. The Board of Road Commissioners has established minimum standards for roads to be removed from the seasonal system and added to the regular local road system. A request to remove a seasonal designation must demonstrate that usage has changed substantially to warrant

removal from the seasonal system. Roads removed from the seasonal system must accommodate two way traffic with a minimum clear road width of 18 feet and an eight inch thick aggregate surface. The effected property owners, and/or other interested parties, but not the Road Commission, shall be responsible to provide adequate right-of-way and shall pay all of the cost to upgrade a seasonal road. After the upgrade, the seasonal road designation can be changed. Building a house along a seasonal road is not adequate justification to remove a portion of road from the seasonal county road system.

Traffic Counts

Average Daily Traffic (ADT) Counts are found in Appendix C8 on page 397. The ADT counts are provided by the Wexford County Road Commission for the date indicated, and by the Michigan Department of Transportation, Bureau of Transportation Planning.

Surface Conditions

Road construction costs more than many people realize. In 1998 it cost the Wexford County Road Commission \$40,000 to \$50,000 per mile to apply a new overlay surface on a road and \$7,300 to sealcoat a road.

Wexford County has 169 miles of paved primary road and 110 miles of county local roads. A summary of the road conditions are:

Road Surface Conditions Summary

	County Primary Roads	County Local Roads
Poor Condition	82 miles	64 miles
Fair Condition	41 miles	19 miles
Good Condition	46 miles	28 miles

In 1999, Wexford County had 35 miles of county primary road in need of a new overlay surface. There are 10 miles of county local road needing a new overlay surface. Thirty seven miles of county primary, and 9 miles of county local, need resealing. However in 1999 the Wexford County Road Commission had funding to do five miles of county primary road resurfacing and five miles of county local road resurfacing. This represents a short fall of \$3,500,000 for county primary roads, and \$1,615,000 for county local roads.

Roads needing reconstruction include 82 miles of county primary roads and 64 miles of county local roads. But funding is available to do 4 miles of county primary roads and 5 miles of county local road reconstruction. That is a \$22,900,000 short fall for county primary needs and

\$3,600,000 for county local roads.

There are also a short fall of \$6,000,000 for county primary and \$2,000,000 for county local road 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, for these types of projects, \$1,000,000 for primary and \$200,000 for local roads.

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." (Gravel roads were not rated.) A detail of these ratings follows:

Surface Condition Mileage by Municipality²⁶⁴

Municipality	Asphalt Surface Condition Rating using PASER Evaluation system										Not Rated	Total Mileage
	10 (good) (best)	9 (good)	8 (good)	7 (good)	6 (good)	5 (fair)	4 (fair)	3 (poor)	2 (poor)	1 (poor) (worst)		
Antioch Twp	0	0	0	1.568	.5	.227	0	2.975	0	0	0	5.270
Boon Twp	0	0	0	2.581	.99	3.488	2.789	5.327	3.149	0	0	18.324
Cedar Creek Twp	0	1.64	0	1	2.418	0.52	2.707	4.028	0	0.1520	0	12.465
Cherry Grove Twp	0	0	1.707	0.391	2.195	6.622	8.289	2.656	1.408	0	0	23.268
Clam Lake Twp	1.879	2	7.131	3.888	1.828	3.646	7.014	10.532	4.828	0	0	42.746
Colfax Twp	0	0.114	1.99	0.96	0.75	2.01	0	4.569	0	0	0	10.393
Greenwood Twp	0	0	0	3.764	2.535	0	2.204	5.41	0	0	0	13.913
Haring Twp	0	4.362	11.225	3.28	1.348	5.506	6.419	2.093	3.292	0	0	37.525
Hanover Twp	0	0	0.604	0.472	0	1.623	2.685	8.664	0	0	0	14.048
Henderson Twp	0	0	0	1	7.614	0	3.886	0	0	0	0	12.500
Liberty Twp	0	0.56	2.723	0	0	5.013	4.569	2.873	2.909	0	0	18.647
Selma Twp	0	0	2.086	2.632	0.994	7.108	8.876	7.217	6.068	0	0	34.981
Slagle Twp	0	0	0	0	2.5	2	7.109	0.315	0	0	0	11.924
So Branch Twp	0	0	0	2.064	4.205	5.675	0.398	0.79	0	0	0	13.132
Springville Twp	0	1.34	0	4.337	0	1.503	201.836	5.077	3.359	0.161	0	217.613

²⁶⁴Surface Condition Ratings using the PASER manual and rating system are currently available for Gravel Asphalt and Concrete Surface Types.

Municipality	Asphalt Surface Condition Rating using PASER Evaluation system										Not Rated	Total Mileage
	10 (good) (best)	9 (good)	8 (good)	7 (good)	6 (good)	5 (fair)	4 (fair)	3 (poor)	2 (poor)	1 (poor) (worst)		
Wexford Twp	0	6.12	1.97	0	0.49	0.067	5.53	6.07	1.02	0	0	21.267
Buckley	0	0	0	0	0	0	0	0.272	0	0	0	0.272
Harrietta	0	0	0.505	0.402	0.282	0.527	0.019	0	0	0	0	1.735
Mesick	0	0	0	0	0.131	0.35	0	0	0	0	0	0.481
Manton	0	0	0	0	0	0	0	0	0	0	0	0.000
Cadillac	0	0	0	0.549	0	0	0	0	0	0	0	0.549
Total Mileage	1.879	16.136	29.941	28.888	28.780	45.885	264.330	68.868	26.033	0.313	0	511.053

Bridges

There are four bridges which are under the Wexford County Road Commission jurisdiction. Of those 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.

These structures receive special attention. They are maintained by the Wexford County Road Commission or the Michigan Department of Transportation. Wexford County makes use of funding from several different sources:

- Enhancement project funds (MDOT).
- Michigan Department of Environmental Quality funding for stream crossing improvements.
- United States Forest Service funds for stream crossings.
- Conservation Resource Alliance (CRA).

The CRA has an objective of improving road/stream crossings and will work cooperatively with road commissions to further their goal. During the past five-year period nine

stream crossings have been improved.

During the 2000 construction season, the Wexford County Road Commission has worked cooperatively with the CRA to utilize Michigan Department of Environmental Quality (MDEQ) funds to improve two road/stream crossings in Wexford County. Together, the Wexford County Road Commission and the United States Forest Service improved six road/stream crossings. The improvement of these crossings may not have been possible for either agency separately, but by working together, we have been able to enhance stream quality while also providing roadway crossings with a 100-year design life.

Wexford County Road Commission Five Year Plan

The following represents the Wexford County Road Commission's five year prioritization of primary road improvements. The following list indicates the estimated cost, and projected year of each project. There is not an equivalent published plan for local roads.

Year	Road Name	Location	Length	Type of Work	Total Cost	Funding Type	Wexford County Road Commission Match
2002	Mackinaw Trail	South of M-115	2.5 miles	Reconstruction	\$1,200,000	Build Michigan	
2002	N. 29 & N. 31 Roads (Meauwataka Road)	E. 20 Road north to E. 8 Road	6.5 miles	Crush, Shape, Pave	\$800,000	State Transportation Program and category D funds	\$200,000
2003	E. 34 Road (Boon Road)	M-115 west to S. 25 Rd.	4.8 miles	Reconstruction	\$1,900,000		\$380,000
2004*	N 31 and N 29½ Roads (Baxter Bridge)	N. 8 Road north to N. 2 Road	3.5 miles	Crush, Shape, Pave	\$400,000	category D funds	\$200,000

Year	Road Name	Location	Length	Type of Work	Total Cost	Funding Type	Wexford County Road Commission Match
2005*	South Lake Mitchell and West Lake Mitchell Roads	M-55 west and north to Totem	4.5 miles	Crush, Pave, Bike Path	\$650,000	State Transportation Program and category D funds	?
2006	E. 36 Road (Thirteenth Street) and Crosby	M-55 north and then west to Plett Road	2.0 miles	Crush, Shape, Pave	\$400,000	State Transportation Program and category D funds	
2006	E. 36 Road (Thirteenth Street)	west of US-131	2.0 miles	Mill and Resurface	\$525,000	State Transportation Program and category D funds	
2006	S. 11 and S. 11½ Roads	Harrietta Village limits south to W. 48 Road (Hoxeyville Road)	8.0 miles	Crush, Shape, Pave	\$1,200,000	Federal Forest Highway	

*The projects for years 2004 & 2005 may have to be switched depending on funding.

Permits, Rules, and Standards

The requirements for any item, or application of an item, are specified in the Wexford County Board of Commissioners' publication entitled, *Permit Rules, Standards, and Specifications*, effective October 31, 1994. This includes (1) specifications for work within right-of-way, (2) overhead and underground construction, and (3) transportation permit specifications, along with details and a schedule of permit fees & bond requirements.

Permits from the Road Commission are required for:

- Oversize and/or overweight transports.
- Frost Laws permits for milk carriers.
- Moving a building.
- Haul routes for a specific type of hauling over a specified route.
- New driveways.
- New private roads intersecting with a county road.
- Ditch closure.
- Utility pole/anchor replacement and new placement.
- Underground installations.
- Utility road crossings.
- Nearly any additional work being done in a county road right-of-way.

The road commission has design and work specifications for any work being done in a road right-of-way, as well as road design specs, ditch, culvert, driveway, headwalls, road surface, curb and gutter.

Plat development

Standards for development of subdivisions is spelled out in *Standards and Specifications for Plat Development*, effective April 17, 1996. This covers review of plats for subdivisions, but does not close the loophole for review of master deeds for development of site-condominiums. The standards cover the road commission's review of preliminary plats, road and drainage design, construction specifications, inspections, and final plat approval.

Road Commission road management software

The Wexford County Road Commission is currently upgrading their road management software, Roadsoft™ to it's newest version, as well as updating the road evaluations. This information will be used to prioritize and develop plans for future road improvements.

Opinion Survey on Transportation

A number of questions in the telephone interview focused on residents' views about desired changes in the county. One series of questions established the context as follows: "There's been a lot of talk about what Wexford County should look like ten years from now." Then respondents were asked whether each of a number of changes are "very important," "somewhat important," "not too important," or "not at all important" to the future of the county. The specific changes tended to focus on improvements in the county's infrastructure. Responses to these questions are summarized in the following table.

Importance of Infrastructure Changes to the Future of Wexford County: Percentage Distributions and Means

	Mean*	Very Important	Somewhat Important	Not Too Important	Not at All Important	Don't Know
Upgrading Roads	1.28	75.5	21.3	2.7	0.5	0.0
Improving Airport	1.97	28.0	46.5	16.3	4.2	5.0

*The response options are given the following numeric codes: "very important"=1; "somewhat important"=2; "not too important"=3; and "not at all important"=4. Consequently, low mean scores represent high importance ratings. ("Don't know" responses are excluded when computing mean scores.)

Respondents are most likely to endorse "upgrading roads in the county," placing it as the first priority. Fully three quarters of respondents see this change as very important, and hardly any respondents (about three percent) view this change as only "not too important" or "not at all important."

Fewer respondents view other specific changes as "very important". About one quarter of respondents view "improving the airport" as "very important," although about 20 percent of respondents see airport improvement as "not too important" or "not at all important".

County Drains

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. Drains in Wexford County are under the jurisdiction of a County Drain Commissioner, a partisan political elected office. Artificial drainage in Wexford County --with dominantly sandy soils-- is not a major function as it is in southern Michigan counties.

The following is a description of each county drain, based on materials and discussion with former Wexford County Drain Commissioner Ralph Lindberg and current Drain Commissioner Mike Solomon.

Table of County Drains

County Drain Name	Drain Discharge Location	Drain Assessment Includes Land in These Sections	Physical Description
Ball	Sec 27 Haring Twp	Sections 16, 19, 20, 21, 22, 27, and 29 Haring Twp Sections 13 and 24 Selma Twp	An open ditch drain, discharging into the Clam River.
Briggs	Sec 26 Greenwood Twp	Section 26 Greenwood Twp	An open ditch drain, discharging into Silver Creek.
Cedar Creek 1	Sec 33, Liberty Twp	Sections 32 and 33 Liberty Twp	Open drains, discharging into Manton Creek.
Cedar Creek 2	Sec 4 Cedar Creek Twp	Sections 4 and 5 Cedar Creek Twp	An open ditch drain and ponds, discharging into Manton Creek.
Colfax	Sec 33 Greenwood Twp	Section 33 Greenwood Twp Section 4 Colfax Twp	An improved streambed, drains Cedar Lake and discharges into a wetland area.
Drury	Sec 8 Clam Lake Twp	Section 8 City of Cadillac/Clam Lake Twp	An open ditch and ponds, discharging into Lake Cadillac.
Duke Erickson	Sec 36 Selma Twp	Thought to be Section 36 Selma Twp, but there is no assessment role found for this drain.	Status unknown (designated as an open ditch).
Greenwood Highway	Sec 35 Greenwood Twp	Section 35 Greenwood Twp	An open ditch, discharging into Silver Creek. (See also Briggs Drain.)
Harmon	Sec 33 Liberty Twp	Sections 33 and 34 Liberty Twp	An open ditch, discharging into Manton Creek.
Hobart	Sec. 31 Clam Lake Twp	Sections 30, 31 Clam Lake Twp	Open ditch.
Leeson (formerly three drains: Old Town, Skafford, and Sundstrom)	Sec 6 Clam Lake Twp/City of Cadillac	Section 6 Clam Lake Twp/City of Cadillac. Section 20, 30, and 31 Haring Twp.	An open ditch/canal discharging into Lake Cadillac

County Drain Name	Drain Discharge Location	Drain Assessment Includes Land in These Sections	Physical Description
Liberty (a.k.a. Valley Highway)	Sec 26 Liberty Twp	Sections 26 and 35 Liberty Twp	Open ditch, draining into Chase Creek.
Liberty 4	Sec 22 Liberty Twp	Sections 22, 23, and 27 Liberty Twp	Open ditch, draining into Chase Creek.
Manton Creek	n/a	Sections 3 and 10 Cedar Creek Twp/City of Manton	Stream improvements to the main channel of Manton Creek in the Manton City area.
Missaukee/Wexford	Sec. 25 Liberty Twp.	Section 30 of Bloomfield Twp in Missaukee County. Section 25 Liberty Twp.	Open drain, discharging into Golden Creek.
Seaman	Sec 25 Greenwood Twp	Sections 25 and 36 Greenwood Twp Sections 30 and 31 Liberty Twp	Two separate open ditches, both discharging into Buttermilk Creek
	Sec 30 Liberty Twp		
Wheeler	Sec 10 Cherry Grove Twp	Sections 8, 9 and 10 Cherry Grove Twp	Stream improvements to the main channel of Mitchell Creek in the Thousand Acre Swamp.

Public Water

County:

The following public water systems exist in Wexford

List of Public Water Systems

Water System	Owner/Operator of Distribution System	Owner/Operator of Well Field and Treatment Plant
Cadillac	City of Cadillac	City of Cadillac
Haring Charter Township	Owner: Haring Charter Township Operator: Wexford County Department of Public Works (DPW)	Owner: Haring Charter Township Operator: Wexford County DPW
Manton	City of Manton	City of Manton
Mesick	Owner: Village of Mesick Operator: Wexford County DPW	Owner: Village of Mesick Operator: Wexford County DPW
Buckley	Village of Buckley	Village of Buckley

A map on page 306 illustrates the areas serviced by each of these systems.

See also discussion on wellhead protection on page 122.

The first water system in Cadillac was a private franchise owned by Judge Holden Green, father of Governor Fred Green. He sold the water system to the Cadillac Water Company. Consumers Power acquired the water system. In 1946 Consumers Power sold the water system to the City of Cadillac. At the time of purchase the only water service outside the city boundaries was in section 28 of Haring

Township, along the west side of U.S.-131.²⁶⁵

The table below represents data reported out from the U.S. Census (1990). It reflects answers presented by residents filling out the census form. It illustrates that many do not understand where their water comes from or how their sewage is handled.

²⁶⁵Peterson, The Honorable Judge William R.; Opinion on Township of Haring, et al, v City of Cadillac, et al; File No. 84-5966-AV, Circuit Court for the County of Wexford; July 9, 1985; page 2.

Source of Water and Sewage Disposal, Census Data

Municipality	Water Source				Sewage		
	Public or Private Company	Indiv. Drilled Well	Indiv. Dug Well	Some Other Source	Public Sewer	Septic or Cesspool	Other Means
Wexford County (83)	4,845	7,775	186	56	5,600	7,139	126
Antioch Twp.	5	310	11	4	0	325	5
Boon Twp.	0	261	0	4	0	265	0
Harrieta Village	3	85	0	0	3	85	0
Cadillac City	3,869	411	18	0	4,151	147	0
Cedar Creek Twp.	17	396	8	0	11	410	0
Cherry Grove Twp.	4	900	8	6	407	497	14
Clam Lake Twp.	12	721	8	8	35	702	12
Colfax Twp.	2	287	7	10	7	293	6
Greenwood Twp.	0	261	0	0	6	255	0
Hanover Twp.	123	386	0	0	10	484	15
Buckley Village	98	84	0	0	4	175	3
Haring Charter Twp.	125	693	94	0	60	841	11
Henderson Twp.	0	113	0	4	0	113	4
Liberty Twp.	0	318	0	0	0	318	0
Manton City	464	58	0	0	452	70	0
Selma Twp.	0	917	4	8	409	506	14
Slagle Twp.	3	359	0	0	3	359	0
South Branch Twp.	0	374	10	2	3	363	23
Springville Twp.	217	709	10	10	42	882	22
Mesick Village	184	15	0	0	19	180	0
Wexford Twp.	4	301	8	0	4	309	0

The next table presents estimates prepared by David Gregg, Registered Sanitarian with the District Health Department #10. It more likely reflects accurate data for

Wexford County.

Buckley	Village of Buckley
Mesick	Village of Mesick
Manton	City of Manton

The table below presents data reported out from the U.S. Census (1990). It reflects answers presented by residents filling out the census form. It illustrates that many do not understand where their water comes from or how their sewage is handled.

A map on page 306 illustrates the areas serviced by each of these systems. See also discussion on wellhead protection on page 122. The first water system in Cadillac was a private franchise owned by Judge Holden Green, father of Governor Fred Green. He sold this water system to the Cadillac Water Company. Consumers Power acquired the water system in 1946. Consumers Power sold the water system to the City of Cadillac. At the time of purchase the only water service outside the city boundaries was in section 28 of Haring

Footnote: The Honorable Judge William R. Green on Township of Haring, et al. v. City of Cadillac, case file No. 84-2966-AV, Circuit Court for the County of Wexford, July 9, 1983, page 2.

Source of Water and Sewage Disposal Health Department Estimates

Municipality	Water Source				Sewage		
	Public or Private Company	Indiv. Drilled Well	Indiv. Dug Well	Some Other Source (bottled)	Public Sewer	Septic or Cesspool	Other Means
Wexford County (83)	4,845	7,961	0	56	5,600	7,265	0
Percentage	37½%	62%	0%	½%	43½%	56½%	0%

Public Sewer

The following public sewer systems exist in Wexford County:

List of Sewer Systems

Sewer System	Owner/Operator of Collection System	Owner/Operator of Treatment Plant
Cadillac	City of Cadillac	City of Cadillac
Haring Charter Township	Owner: Haring Charter Township Operator: Wexford County Department of Public Works (DPW)	City of Cadillac
Around Lake Mitchell (Cherry Grove, Clam Lake, and Selma Townships)	Owner: the respective townships Operator: Wexford County DPW	City of Cadillac
Manton	City of Manton	City of Manton
Mesick	Wexford County DPW	Wexford County DPW
Clam Lake Township "downtown" and area (proposed)	Wexford County DPW (proposed)	Wexford County DPW (proposed) or City of Cadillac

A map on page 308 illustrates the areas actually serviced by public sewer.

The issue of providing public sewer service to areas surrounding the City of Cadillac have been a focus of intense contention for quite some time. These disagreements are significant and have far-reaching implications for zoning, land use, and development.

This is a very volatile issue in the Cadillac area. Further commentary by others on this issue are found in Appendix C9 starting on page 409.

To place this conflict in perspective, the following historic summary of sewers is presented. Initially, the cities of Cadillac and Manton provided public sewer systems for their residents. Later (1980s), the Village of Mesick was provided a public sewer system by the Wexford County Department of Public Works (DPW).

In the case of Manton development, pressure around the city was not such that there has been a perceived need for

sewer service to expand outside the city boundaries. Currently the Manton sewer treatment plant is operating at capacity, and any significant expansion is limited by treatment capacity issues. Manton's treatment system consists of ponds, with discharge to an irrigation system. However, the treatment system is located in a part of Wexford County where groundwater flow comes to the surface or near the surface of the ground (flowing wells). This results in a significant amount of groundwater entering into the Manton sewage treatment ponds. It is this action which results in the system being at capacity. Furthermore, the irrigation discharge is onto fields which are just upstream of the ponds. This may result in the discharge being part of the groundwater which enters the treatment ponds. The result, according to Janet Heuer of the Michigan Department of Environmental Quality (DEQ), is possibly one of the best treatment systems in the state, in terms of water quality of the discharge.

The expense to increase handle more capacity is currently beyond what the City of Manton can afford. Considerable hydrogeological study would be needed to determine what, if anything, could be done. For example, if the irrigation discharge was relocated elsewhere, it is not known if the inflow of groundwater would simply increase to replace the irrigation or not. The lagoons are also leaking into an adjacent drainage ditch.

This capacity and design issue has been problematic for Manton in that it has not been able to easily accommodate further development within the city boundaries. As a result, any significant development has to be accompanied by its own sewage treatment system. This increases cost, often reducing the economic viability of the development.

The DEQ has ordered Manton to make improvements to its treatment system. Manton has increased sewage rates to prepare to pay for the improvements and is exploring different sources of grants (FEMA, Rural Development, DEQ). The improvements include re-lining the four lagoons and constructing a new irrigation field. Finding a more efficient way to divert groundwater (sheet pile wall, deepen drainage ditch, etc.) also needs to be done. The work will include the hydrogeological study to determine the best option.

Sometime prior to 1963 both city water and sewer service was made available to Wexford County for the fair grounds in section 28 of Haring Township.

In the Cadillac area in the 1960s and 1970s, a group of

citizens became concerned about water quality in Lakes Mitchell and Cadillac. This concerned group brought government agencies into the discussions. In 1972 the Federal Water Pollution Act was adopted which provided grants for sewer construction.²⁶⁶ These grants were used, by the city and county, to expand the sewer collection system around Lakes Cadillac and Mitchell, including areas within the watershed which were found to have a direct impact on the two inland lakes' water quality. The purpose of the grants (federal Environmental Protection Agency funds through the Michigan Water Resources Commission of the Department of Natural Resources²⁶⁷) was for protection of the lakes, not for economic development. Thus the geographic areas that the sewer would service were not necessarily areas which are today facing development pressure. Nevertheless there was an effort made to include some areas which were thought to face development pressure. Part of the application process was to develop a *Facilities Plan*.

The *Facilities Plan* proposed a series of sewer districts around Cadillac. They are summarized here:

City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac
City of Cadillac	City of Cadillac	City of Cadillac

²⁶⁶Corwin, The Honorable Judge Charles D.; Opinion on Wexford County, by its Wexford County Board of Public Works, v City of Cadillac; File No. 96-11991-CK, Circuit Court for the County of Wexford; May 23, 1997; page 2-3.

²⁶⁷Michigan Water Resources Commission of the Department of Natural Resources is now part of the Michigan Department of Environmental Quality.

List of Cadillac Area Sewer Districts

Sewer District	Geographic Area	Current Status	Past Actions.
Service District # 1	East, north and west shore of Lake Mitchell (East Lake Mitchell Drive, North Lake Mitchell Drive, West Lake Mitchell Drive and connecting roads.)	Sewers built with 80% funding from EPA	Included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 2	South shore of Lake Mitchell (S 33 Road, S 33½ Road, South Lake Mitchell Drive, M-55 and connecting roads.)	Sewers built with 80% funding from EPA	Included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 3	Out M-55 (M-55, Benson Road, Cherry Lane) in sections 14, 15 of Cherry Grove Township.	Included for possible sewer service by the Appeals Court	Not included for sewer service or for construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 4	South of Lake Cadillac (M-115, S 39 Road (Kentucky Avenue) in section 7 of Clam Lake Township.	Sewers built with 80% funding from EPA	Included for sewer construction with EPA grant (April 2, 1975 Clam Lake Township Board minutes and Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 5	Clam Lake Downtown Development Authority (both sides of Mackinaw Trail (old U.S.-131) in sections 9 and 16 of Clam Lake Township.	Included for possible sewer service by the Appeals Court	Not included for sewer service or for construction with EPA grant (April 2, 1975 Clam Lake Township Board minutes and (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 6	Residential subdivision east of Haring's commercial area (Cecil Road and Dean Drive) in section 22 of Haring Township.		Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997)..
Service District # 7	Haring Township's commercial area (Mitchell Street (U.S.-131); E 34 Road (Boon Road); E 36 Road (Thirteenth Street); Plett Street, Works Avenue, Bell Avenue and area) in sections 21 and 28 of Haring Township.	Part of this area now serviced by sewer under a separate agreement with Cadillac involving Haring Township.	Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997)..

List of Cadillac Area Sewer Districts

Sewer District	Geographic Area	Current Status	Past Actions.
Service District # 1	East, north and west shore of Lake Mitchell (East Lake Mitchell Drive, North Lake Mitchell Drive, West Lake Mitchell Drive and connecting roads.)	Sewers built with 80% funding from EPA +10% from DNR	Included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 2	South shore of Lake Mitchell (S 33 Road, S 33½ Road, South Lake Mitchell Drive, M-55 and connecting roads.)	Sewers built with 80% funding from EPA +10% from DNR	Included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 3	Out M-55 (M-55, Benson Road, Cherry Lane) in sections 14, 15 of Cherry Grove Township.	Included for possible sewer service by the Appeals Court	Not included for sewer service or for construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 4	South of Lake Cadillac (M-115, S 39 Road (Kentucky Avenue) in section 7 of Clam Lake Township.	Sewers built with 80% funding from EPA +10% from DNR	Included for sewer construction with EPA grant (April 2, 1975 Clam Lake Township Board minutes and Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 5	Clam Lake Downtown Development Authority (both sides of Mackinaw Trail (old U.S.-131) in sections 9 and 16 of Clam Lake Township.	Included for possible sewer service by the Appeals Court	Not included for sewer service or for construction with EPA grant (April 2, 1975 Clam Lake Township Board minutes and (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 6	Residential subdivision east of Haring's commercial area (Cecil Road and Dean Drive) in section 22 of Haring Township.		Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997)..
Service District # 7	Haring Township's commercial area (Mitchell Street (U.S.-131); E 34 Road (Boon Road); E 36 Road (Thirteenth Street); Plett Street, Works Avenue, Bell Avenue and area) in sections 21 and 28 of Haring Township.	Part of this area now serviced by sewer under a separate agreement with Cadillac involving Haring Township.	Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997)..

Sewer District	Geographic Area	Current Status	Past Actions.
Service District # 8	North Park Subdivision (between the airport and City of Cadillac) in section 28 and 29 of Haring Township.		Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 9	Mary Street area in section 31 of Haring Township.		Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 10	Industrial Park in section 31 and 32 of Haring Township and City of Cadillac.	Parts of this district have become part of the city, now industrial park with sewer.	Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).
Service District # 11	East M-55 in section 35 of Haring Township.		Haring Township opted out of the entire plan, so this area was not included for sewer construction with EPA grant (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997)..
Service District # 11	East M-55 in section 2 of Clam Lake Township.	Included for possible sewer service by the Appeals Court	Not included for sewer service or for construction with EPA grant (April 2, 1975 Clam Lake Township Board minutes and (Wexford County DPW v City of Cadillac File No. 96-11991-CK Opinion of The Honorable Charles D. Corwin, May 23, 1997).

A map on page 307 illustrates the service areas of each of these systems.

Through a process of approval of the *Facilities Plan* by respective townships in 1975, proposed sewer districts were withdrawn, leaving sewer districts 1, 2, and 4.

As a result, when the EPA grant was awarded it paid for:

- sewer collection system construction which local governments approved for participation in 1975 (sewer districts 1, 2, and 4);
- necessary upgrade of sewer line capacity in the City of Cadillac to carry flow from the participating sewer service districts to the city sewage treatment plant; and
- necessary increase of capacity of the City of Cadillac sewage treatment plant.

The grant did not pay for capacity upgrades beyond what was

necessary to accommodate the participating sewage service districts 1, 2, and 4. Basically, the only construction done was that covered by the EPA grant. Wexford County DPW buy-in to the sewer project was based on sewage flows from sewer districts 1, 2, 3, 4, 5, and south part of 11.²⁶⁸

May 13, 1977 the sewer construction was nearing completion and Selma, Clam Lake, Cherry Grove, Wexford County DPW, and City of Cadillac entered into a wastewater treatment agreement. This agreement indicates the City of Cadillac will treat sewage from the respective participating sewage service districts until May 13, 2017. The agreement

²⁶⁸Corwin, The Honorable Judge Charles D.; Opinion on Wexford County, by its Wexford County Board of Public Works, v City of Cadillac; File No. 96-11991-CK, Circuit Court for the County of Wexford; May 23, 1997; page 13-14.

also indicates it is for a total capacity (for the county DPW) of up to 360,000 gallon average daily flow. The agreement reads:

4. It is agreed that from and after the capacity available to the county, being 360,000 gallons average daily flow, as authorized herein has been reached, the City shall have the right to review, approve or disapprove all additions and expansions of the **County System**. However, within the limits of the 360,000 gallon average daily flow, the City shall be informed and be given the opportunity to review prior to construction all major additions to the **County System** with major additions defined as capable of producing 10,000 gallons or more average daily flow.²⁶⁹

The agreement also reads:

16. In the event that the City should, during the term of this Agreement, annex any part of the area contained within the **geographic parameters of the County System**, the City shall assume and bear the proper proportional share, with respect to the **County System**, of the contractual obligation to the County of the Township from which such area is annexed....²⁷⁰

This becomes an issue as later disputes have centered around whether the county's capacity is limited only by the 360,000 gallon average daily flow, or by the 360,000 gallon average daily flow and the geographic areas of the participating sewer service districts.

Haring Township, by contract, has sewer service to sewer district number 7. However a number of individuals, who's property is outside the boundaries of sewer district 7, wished to connect to the sewer. The city denied service. Haring Township and others sued the city. In summary judgement the court ruled:

Any city . . . may sell and deliver water and provide sewage disposal services outside of its corporate limits in such amount as may be determined by the legislative body of the city
...²⁷¹

The city may provide in its charter, and Cadillac's charter does, for sale of water outside the city boundaries at a cost and amount as determined by city council.²⁷² The decision whether to provide utility service outside the city, or not, is

within the city council's discretion. Thus Judge William R. Peterson held that Cadillac's policy not to extend sewers outside the city "is lawful and consistent with public policy."²⁷³

A Cadillac area visioning process, done in 1990, recognized there was a need for regional services, such as police, fire, water, and sewer. More serious discussions for a cooperative regional sewer agreement were attempted but were not successful and did not happen. In 1995, a similar attempt was made but was not successful and did not happen.

Over time the city has denied a number of requests (by the county DPW) for sewer service because the area proposed was not within sewer districts 1, 2, or 4.

In 1995, the Wexford DPW wished to service a new subdivision, Edgewood Plat, in Cherry Grove Township. The DPW maintained the addition of slightly more than 10,000 gallons per day from the subdivision which is still within the 360,000 gallon average daily flow, and the county is free to expand the existing county system anywhere within Selma, Clam Lake, and Cherry Grove Townships until it reaches the 360,000 gallon average daily flow. The city maintained the development is not within sewer districts 1, 2, or 4 and refused to accept the wastewater.²⁷⁴ Thus, a law suit was filed.

A summary of the court's 1997 findings of fact which support the conclusion that the "county system" is restricted to the geographical area of the "service districts" is:²⁷⁵

- 1. The EPA grant funding was to address existing pollution problems; therefore, specific service areas had to be identified in order to receive EPA and DNR acceptance of the project;
- 2. The 1975 *Facilities Plan* which was reviewed by Wexford [DPW], [City of] Cadillac, the townships, the DNR, and finally the EPA specifically delineated the "service districts";
- 3. Cadillac's collection system was specifically designed with the "service districts" in mind, e.g. tie in points, interceptors, and pumping stations were designed and placed based on projected flows from "service districts" 1, 2, and 4;
- 4. The townships themselves with the

²⁶⁹Wastewater Treatment Agreement Between City of Cadillac and County of Wexford, Michigan;" May 13, 1997; signed by City Commission of the City of Cadillac, Wexford County Board of Public Works, Wexford County Board of Commissioners; section 4, page 3 (emphasis added).

²⁷⁰Wastewater Treatment Agreement Between City of Cadillac and County of Wexford, Michigan;" May 13, 1997; signed by City Commission of the City of Cadillac, Wexford County Board of Public Works, Wexford County Board of Commissioners; section 16, page 7-8 (emphasis added).

²⁷¹Michigan Constitution, 1963, Article VII, §24, emphasis (bold) added.

²⁷²Peterson, The Honorable Judge William R.; Opinion on Township of Haring, et al, v City of Cadillac, et al; File No. 84-5966-AV, Circuit Court for the County of Wexford; July 9, 1985; page 2.

²⁷³Peterson, The Honorable Judge William R.; Opinion on Township of Haring, et al, v City of Cadillac, et al; File No. 84-5966-AV, Circuit Court for the County of Wexford; July 9, 1985; page 8.

²⁷⁴Corwin, The Honorable Judge Charles D.; Opinion on Wexford County, by its Wexford County Board of Public Works, v City of Cadillac; File No. 96-11991-CK, Circuit Court for the County of Wexford; May 23, 1997; page 5.

²⁷⁵Corwin, The Honorable Judge Charles D.; Opinion on Wexford County, by its Wexford County Board of Public Works, v City of Cadillac; File No. 96-11991-CK, Circuit Court for the County of Wexford; May 23, 1997; page 13-14. Brackets added for clarity emphasis (bold) was found in the original.

assistance of Wexford [DPW]'s engineers came up with the geographic service district areas based upon projected growth within those areas, i.e. areas with existing pollution problems and areas with projected problems based upon growth were specifically designated;

- 5. Wexford's up front buy-in costs for future capacity were based upon flows assigned to the designated "service districts" by Wexford's own engineers [e.g. "service districts" 1, 2, 3, 4, 5, and the south part of 11]. This confirmed the purpose of the project which was to specifically identify geographic areas which needed to be immediately addressed and addressed in the future based upon projected growth; and
- 6. There is no written documentation supporting the conclusion that prior to the execution of the 1977 Agreement the parties contemplated that the project would serve geographic areas outside the enumerated "service districts." To the contrary, all of the work done by the engineers for both Wexford and Cadillac clearly demonstrates that the "County System" contemplated when the 1977 Agreement was executed could only be those geographic areas delineated as the "service districts."

The Judge ruled 'Cadillac is only required to accept wastewater from Wexford emanating from the specified "service districts" [# 1, 2, 3, 4, 5 and the south part of 11] set forth in the "sewer service area map" prepared by Wexford's own engineers as part of the 1975 *Facilities Plan*.²⁷⁶

The case was appealed by the DPW, arguing:

- the judge should not have focused its inquiry on the term "county system" without regard for key provisions of the 1977 agreement's language on expansions and additions to the sewer system. The appeals court disagreed.²⁷⁷
- the judge should not have considered parol evidence [preliminary negotiations, 1975 *Facilities Plan*, 1975 agreements, etc.] to interpret what the county argues were plain terms of the contract. The appeals court disagreed.²⁷⁸

The case was appealed (cross appeal) by the city, arguing:

- the judge should not have ruled Cadillac must accept

sewage from districts 1, 2, 3, 4, 5, and south part of 11, but the city should only have to accept sewage from districts 1, 2, and 4. The appeals court disagreed.²⁷⁹

The Appeals Court upheld Judge Corwin's decision.²⁸⁰ Cadillac appealed to the Michigan Supreme Court over the issue of including districts 3, 5, and part of 11. The Supreme Court did not hear the case, letting the Appeals Court ruling stand.

Sewer for Haring Charter Township is covered by a separate agreement, which adds to the May 13, 1977 agreement with Wexford County DPW (Selma, Clam Lake, Cherry Grove Townships). That agreement adds up to 100,000 gallon average daily flow from Haring Charter Township.²⁸¹ This agreement clearly indicates the geographic area being serviced is only sewer district #7.²⁸² This agreement also indicates the City of Cadillac will treat sewage from the respective participating sewage service districts until May 12, 2017.²⁸³

The issue whether a customer was within a sewer district or not, came into play again in 1996 when Meijer Inc. sought sewer service for a new store at U.S.-131 and E. 34 Road (Boon Road). Part of the store is within district #7 and part is not. The store was not going to be allowed to connect to the sewer because the part of the store that needed intensive sewer service was outside the sewer district boundary, even though the road frontage portion of the Meijer store property and other portions of the building were within the sewer district. This became an issue of altercation between Cadillac and the county DPW which resulted in a lawsuit.²⁸⁴ It was resolved and the court case dropped in 1998 when Meijer Inc. moved the store within their property and reversed the floor plan. So now the restaurant and grocery part of the store is in the sewer district and connected to public sewer. The rest of the store, including some of the restrooms, is not in the sewer district and is connected to an on-site septic tank and drain field.

²⁷⁹Opinion on County of Wexford, v City of Cadillac; State of Michigan Court of Appeals No. 205933; Unpublished; July 2, 1999; p. 2-3.

²⁸⁰Opinion on County of Wexford, v City of Cadillac; State of Michigan Court of Appeals No. 205933; Unpublished; July 2, 1999, p. 3.

²⁸¹"Wastewater Treatment Agreement Between City of Cadillac and County of Wexford, Michigan Re. Haring Township;" April 8, 1980; signed by City Commission of the City of Cadillac, Wexford County Board of Public Works, Wexford County Board of Commissioners; section 1; p 2.

²⁸²"Wastewater Treatment Agreement Between City of Cadillac and County of Wexford, Michigan Re. Haring Township;" April 8, 1980; signed by City Commission of the City of Cadillac, Wexford County Board of Public Works, Wexford County Board of Commissioners; section 1, 7, and Exhibit "A"; p. 2, 4, and 12.

²⁸³"Wastewater Treatment Agreement Between City of Cadillac and County of Wexford, Michigan Re. Haring Township;" April 8, 1980; signed by City Commission of the City of Cadillac, Wexford County Board of Public Works, Wexford County Board of Commissioners; section 21; p. 10.

²⁸⁴Complaint for County of Wexford DPW, v City of Cadillac; Wexford County Circuit Court case number 96-12424-CK (August 16, 1996) and subsequent order for dismissal (June 4, 1998).

²⁷⁶Corwin, The Honorable Judge Charles D.; Opinion on Wexford County, by its Wexford County Board of Public Works, v City of Cadillac; File No. 96-11991-CK, Circuit Court for the County of Wexford; May 23, 1997; page 14. Brackets added for clarity.

²⁷⁷Opinion on County of Wexford, v City of Cadillac; State of Michigan Court of Appeals No. 205933; Unpublished; July 2, 1999 p. 1-2.

²⁷⁸Opinion on County of Wexford, v City of Cadillac; State of Michigan Court of Appeals No. 205933; Unpublished; July 2, 1999; p. 2.

The issue of sewer service provided in or out of a sewer district is important to the city because of treatment plant and pipe capacity issues. A sewage treatment plant and a sewer pipe needs to be designed for peak capacity load.

The capacity for a sewer treatment plant is also calculated for the amount of sewage that will come from a specific geographic area. Given a known geographic area, one can plan on and build for a specific size. If one arbitrarily adds to the geographic area, the planning for size is no longer valid and needs to be updated. The city is trying to deal with this. A township-owned sewage system will have the same planning need. Finally, the city needs to reserve capacity for existing and projected sewer use within the city. The city should reserve sewer capacity first for its own taxpayers, and then the city can, or cannot, sell or agree to provide that capacity elsewhere.

With both agreements the City of Cadillac has been implying renewal of the sewage treatment service in 2017 would not be automatic or may not happen. If the city simply shut off the Wexford DPW sewer collectors from city treatment services, it is not at all clear what would happen. One view is the contract public obligation to continue to provide essential services, protect health, safety, welfare, etc. would prevail. Another view is the respective township is the responsible party to provide the sewer service that is needed, not the agency the contract is with. However, the implication has added to various township officials' perception that relying on the City is risky. Several township officials have voiced deep concern that reliance might result in re-negotiated unreasonably higher fees and a source of continued problems.

For a third time, an attempt was made at establishing a more cooperative approach to providing infrastructure services (the first two being in 1990 and 1995, see above). In 1999-2000 the Cadillac Area Chamber of Commerce used Midland as an example to follow for purposes of establishing an urban growth area as part of the discussion to occur before regionally expanding sewer service. After an attempt at more serious discussions, agreement was not reached.

All three times (1990, 1995, 1999-2000), the point at which agreement was not reached centered on the issue of annexation of land to the City of Cadillac. Clam Lake Township and Haring Charter Township contend the results of the negotiations have been "townships give all and gain nothing." That is to say, townships are not willing to accept loss of territory to annexation of land to the city, even after a period of time with tax sharing through a P.A. 425 agreement.²⁸⁵

Clam Lake Township has also continued to pursue construction of sewer collection system in sewer district #5. The township has asked about the feasibility of connecting to Cadillac's sewer system for treatment. Cadillac indicates the

sewer mains through town from the sewer district on the south side of Cadillac to the treatment plant on the north side of Cadillac were not upgraded to handle the anticipated sewer load. This is because Clam Lake Township opted out the sewer district in 1975; thus EPA grant money to increase the size of the collection pipes was not available and was not done. The city's cost for providing sewage treatment service to District #5 includes construction of a new, or larger, line through the city.

As a result of the implication of sewer treatment service being threatened in 2017, and the cost of building a new, or larger, pipe through Cadillac, Clam Lake Township (including Clam Lake Downtown Development Authority, Wexford County DPW) have continued to pursue construction of a sewer to service part of sewer district #5. The collection system would bring sewage to a new treatment plant to be built in Clam Lake Township.

The cost of this project, with the small number of users, is stretching finances. Clam Lake explored state grant funding with the Michigan Economic Development Corporation. John Czarnecki of the Economic Development Corporation responded by saying the "community would not get money from Lansing to 'duplicate services'...." The state would want the township to use existing sewage treatment facilities, and state funding would not assist to create duplication.²⁸⁶

Then Clam Lake approached the Wexford County Board of Commissioners.

Wexford County hired sewer and water consultant Richard Pierson, WATER & WASTEWATER MANAGEMENT CONSULTING of Hickory Corners, Michigan.²⁸⁷ Mr. Pierson indicated in the Cadillac area a rule of thumb break-even point for public sewer is at about 400 to 450 sewer units. Currently, the Clam Lake proposed sewer system is at about 250 sewer units. Adding leachate from the Wexford County landfill is equivalent to an additional 50 to 65 sewer units, but also adds cost of pre-treatment.

In the case of Haring Charter Township, the township board decided to pursue construction of their own sewage treatment plant which would be a third treatment plant in the Cadillac area. Haring Charter Township's current customer base is at about 600 sewer units according to Mr. Pierson. However, Pierson explains a municipality can not place a special assessment on property more than once for the same type of improvement. Customers in Haring Township already paid for creation of a sewer system, and can not be asked to pay an assessment to construct another system to service the same property. So Haring has to find some or all

²⁸⁶Davy, Sherry (Clam Lake Township DDA Executive Director); *Clam Lake Township DDA Executive Director's Report*, July 9, 2001; p. 2.

²⁸⁷Statements attributed to Mr. Pierson were made during a presentation to Wexford County officials at a September 20, 2001 meeting with the county administrator Denise Koning, DPW Director Ralph Lindberg, DPW Board chair Les Barnes, Wexford MSU Extension staff Kurt H. Schindler and John Amrhein.

²⁸⁵Public Act 425 of 1984, as amended being the Intergovernmental Conditional Transfer of Property by Contract, M.C.L. 124.21 *et. seq.*

of its financing from a new and different 400 to 450 sewer units.

Thus the issues facing Wexford County at this time (September 24, 2001) are:

- Does Wexford really want to re-direct its landfill leachate to Clam Lake (i.e. build pre-treatment, etc.)?
- Does Clam Lake really want to take the financial risk to build its own sewage treatment plant?
- If so, does Wexford County really want to be a part of that financial risk?

Mr. Pierson also offered the following observation while providing consultant services to Wexford County. Speaking generically about a "typical" scenario in other communities working through these types of issues normally, a city which is facing a choice between (a) sewer extension outside of the city which is part of the city's sewage system and treatment system and (b) sewers owned by the county (DPW or township) where the city has no role; a city would choose "a" and be a part of a regional system. But as long as the city does not really think a regional system will happen, or does not place value on a the greater community having a regional sewer system, a city might continue to demand annexation with sewer service. The question becomes: How much money is spent to move down the road toward a county or township sewer system before there is belief it will happen, and then is it too late? Is there a way to get past this issue without that expenditure of funds?

According to City Manager Pete Stalker, the City of Cadillac is acting on what they believe to be in the best interests of city residents, with equity being the central issue. The city does place a value on regionalizing municipal services in general, but it must benefit all parties. With out equity in taxation, Regionalization would not be in the best interests of city residents (see appendix C9).

Other technology and alternatives as possible solutions, may have been explored, but no documentation has been found. For example:

- Use of directional slant drilling technology is an alternative for running a pressurized sewer line from Clam Lake to the city treatment plant. This would eliminate any work done along street surfaces.

- New advances in on-site engineered treatment systems have not been seriously considered. See details about such systems starting on page 122.
- Agreeing on an urban growth area, that is, fixing the geographic area for purposes of calculating needed future capacity, see page 90;
- City policy to contract city services outside the city,²⁸⁸ and
- Use of tax sharing through a P.A. 425 agreement that does not include annexation²⁸⁹ or an agreement through the Urban Cooperation Act.²⁹⁰

Use of the P.A. 425 agreement without land reverting to a city is more common than one might think. The following table shows what has happened to land subject to P.A. 425 agreements (if it becomes annexed, reverts back to the township, or something else) throughout the state:

²⁸⁸Contracting city services outside the city might take the form of a policy with the following terms: (1) Buying city services is not an *à la carte* menu, one buys all city services or none (police, fire, water, sewer, etc.); (2) the cost is the normal water and sewer bill plus a payment in lieu of taxes equal to "the amount of tax paid based on the current number of mills for tax in the city minus the current number of mills tax paid to the respective township; (3) the cost of sewer line extension (with rebate for later hookups). Thus the township keeps its tax base, no annexation takes place, the city owns and operates the sewer line, and because it is a private contract between the landowner and city there is not any direct involvement by the Wexford County DPW or respective township. There is a concern, on the part of the city, such contracts might be litigated and might be overturned. That would be a major concern for Cadillac. The Urban Cooperation Act may, or may not, provide a possible solution. The city of Cadillac needs a sense of permanence to any contracts for them to work.

²⁸⁹Public Act 425 of 1984, as amended being the Intergovernmental Conditional Transfer of Property by Contract, M.C.L. 124.21 *et. seq.*

²⁹⁰P.A. 7 of Extra Session 1967, as amended, being the Urban Cooperation Act, M.C.L. 124.501 *et. seq.* (Amended, specifically by P.A. 108 of 1995, M.C.L. 124.505a.)

Summary of P.A. 425 Agreements' Disposition of Territory*

Territory Clause of P.A. 425 Agreement	All 168 Agreements for 1984-1999		Only Agreements dealing with Sewer, or water and sewer (60) for 1984-1999.	
	Number	Percent	Number	Percent
Land transfers to a city	79	47.0%	32	53.0%
Land reverts back to a city	1	0.5%	0	0.0%
Land transfers to a village	5	3.0%	1	1.6%
Land reverts back to a township	65	38.7%	23	38.3%
Land transfers to a township	1	0.5%	0	0.0%
Automatic renewal (no transfer)	6	3.5%	2	3.3%
Transfers to a city unless renewed	1	0.5%	1	1.6%
Renegotiate at the end of the term	2	1.0%	1	1.6%
Agreement is between two townships	1	0.5%	0	0.0%
Not stated in agreement	1	0.5%	0	0.0%
Not applicable	6	3.5%	0	0.0%

*Harvey, Lynn R. and Gary Taylor; *Conditional Land Transfer Agreements: Michigan's Alternative to Annexation*; Staff Paper 00-32, Department of Agricultural Economics, Michigan State University; October 2000; Appendix B, p20-23.

However the same report also reads:²⁹¹

For the parties to the 39 percent of the agreements that call for the transferred land to revert to the original jurisdiction upon expiration of the agreement, the potential for significant confusion exists. If the objective of these agreements (economic development) is accomplished, the transferred land will take on an unquestionably urban character. The residents and businesses within the transferred area will be city residents accustomed to receiving the full scope of city services. The residents have voted in city elections and their property has been assessed as city property. The land has been developed with city infrastructure and maintained by the city. At the expiration of these "reversion agreement," who owns the infrastructure? Will the city be willing to turn the infrastructure back to the township without compensation? Will the subject land and its residents receive the same level of services? Will the governing bodies of the communities be receptive to the change in political

landscape that the shifted block of voters will bring about? Most of the [P.A.] 425 agreements calling for reversion fail to address these issues. It is safe to assume that the parties to these contracts have set themselves up for major legal battles forty or so years from now.

While the above problems can exist, it is possible to craft a P.A. 425 agreement that addresses the above questions up front. Or, more to the point, maybe a simple revenue sharing agreement now permitted by the Urban Cooperation Act.²⁹²

Specifically, the idea that the City of Cadillac, Wexford DPW in Clam Lake, and Haring Charter Township might each operate a separate sewage treatment plant in the same area appears to be unnecessary duplication of infrastructure services, and certainly is not cost effective. This point is rather strongly made when Clam Lake DDA explored grant funding with the Michigan Economic Development Corporation. John Czarnecki said the "community would not get money from Lansing to 'duplicate services'...." The state wants the township to use existing sewage treatment facilities, and state funding would not

²⁹¹Harvey, Lynn R. and Gary Taylor; *Conditional Land Transfer Agreements: Michigan's Alternative to Annexation*; Staff Paper 00-32, Department of Agricultural Economics, Michigan State University; October 2000, section on "Policy Issue: Reversion of Control at Expiration of Contract." Brackets added for clarity.

²⁹²P.A. 7 of Extra Session 1967, as amended, being the Urban Cooperation Act, M.C.L. 124.501 *et. seq.* (Amended, specifically by P.A. 108 of 1995, M.C.L. 124.505a.)

assist to create duplication.²⁹³ State funds would be available to build, or enlarge, the pipe to the existing treatment plant and expand the existing treatment plant when directly related to 30 or more new base job creation or retention (manufacturing, tourist point of destination, jobs).

Opinion Survey on Sewer and Water Systems.

RESIDENTS have differing opinions about what is needed for enhancing life in the county. A series of

questions in the interview script asked respondents to indicate their level of agreement or disagreement with a number of "new initiatives being proposed in the county." Most of these initiatives in some way focus on ways in which the quality of life in the county could be improved for its residents. The format of these questions is to have interviewers read a statement to respondents and then ask them whether they "strongly agree," "agree," "disagree," or "strongly disagree" with it. The following table summarizes residents' responses to this series of questions. The initiatives that receive the most support are listed first and those with the least support are listed last.

Initiative	Strongly Agree	Agree	Disagree	Strongly Disagree
Expansion of waste water treatment facilities in Marquette (N=20)	100%	0%	0%	0%
Other	25.0%	75.0%	0%	0%

**Includes respondents who answered "don't know." Responses are combined to assure confidentiality.

disagreement are about comparable. Three quarters of the residents of Marquette (N=20) "agree" or "strongly agree" that "the waste water treatment facilities in the City of Marquette need to be expanded." Residents are cautious about the difficulties of making inferences from such a small number of respondents.

Other issues such as "more activities for teenagers," "more activities for children," "more land as open space," "more housing for elderly," and "more cultural enrichment" are seen as a higher priority issues.

Tax dollars could be used for water and sewer (as well as road improvements). Respondents were asked one question about taxation in the county: "Generally speaking, do you feel that taxes in the county are too high, too low, or about right for the value you receive?" As seen in the following table, most respondents feel that taxes are "about right," while almost 40 percent believe that they are "too high." Virtually no one believes that the tax rate is "too low."

Generally speaking, more than one half of residents express some level of agreement with new initiatives being proposed. However, the differing levels of support expressed by respondents suggest the clustering of new initiatives into four groups. Sewer/water system improvement is not in the highest level of support. The highest level of support includes improving city/county planning. More than 35 percent of residents "strongly agree" that "the City of Cadillac and Wexford County should better coordinate their planning efforts," and another 23 percent of residents "agree" with this statement.

Almost 40 percent of respondents asked the question "have no opinion about whether 'the waste water treatment facilities in the City of Cadillac need to be expanded.'" While 35 percent of the appropriate residents "agree" that this expansion is needed, the percentage who "strongly agree" and the percentage who express some level of

²⁹³Davy, Sherry (Clam Lake Township DDA Executive Director); Clam Lake Township DDA Executive Director's Report, July 9, 2001; p. 2.

Level of Agreement with New Initiatives Being Proposed to Improve the Quality of Life: Percentage Distributions and Means

	<i>Mean*</i>	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
Better coordination of city/county planning	1.68	36.7	53.1	5.2	0.5	4.5
Expansion of waste water treatment facilities in Cadillac (N=274)**	1.99	13.5	35.0	10.6	1.1	39.8

*Numeric codes are assigned to each response option, such that "strongly agree" equals 1; "agree"=2; "disagree"=3; and "strongly disagree"=4.

"Don't know" responses are excluded when means are computed.

**Data from respondents living in Cadillac and in the following township: Cherry Grove, Clam Lake, Haring Charter Township, and Selma.

	<i>Mean</i>	<i>Agree*</i>	<i>Other**</i>
Expansion of waste water treatment facilities in Manton (N=20)	1.88	75.0	25.0

*Includes "strongly agree" and "agree" responses.

**Includes respondents who answered "don't know." Responses are combined to assure confidentiality.

Generally speaking, more than one half of residents express some level of agreement with new initiatives being proposed. However, the differing levels of support expressed by respondents suggest the clustering of new initiatives into four groups. Sewer/water system improvement is not in the highest level of support. The highest level of support includes improving city/county planning. More than 35 percent of residents "strongly agree" that "the City of Cadillac and Wexford County should better coordinate their planning efforts," and another 53 percent of residents "agree" with this statement.

Almost 40 percent of respondents asked the question²⁹⁴ have no opinion about whether "the waste water treatment facilities in the City of Cadillac need to be expanded." While 35 percent of the appropriate residents "agree" that this expansion is needed, the percentage who "strongly agree" and the percentage who express some level of

disagreement are about comparable. Three quarters of the residents of Manton (N=20) "agree" or "strongly agree" that "the waste water treatment facilities in the City of Manton need to be expanded." Readers are cautioned about the difficulties of making inferences from such a small number of respondents.

Other issues, such as "more activities for teenagers," "more activities for children," "more land as 'open space,'" "more housing for elderly," and "more cultural enrichment" are seen as a higher priority issues.

Tax dollars could be used for water and sewer (as well as road improvements). Respondents were asked one question about taxation in the county: "Generally speaking, do you feel that taxes in the county are too high, too low, or about right for the value you receive?" As seen in the following table, most respondents feel that taxes are "about right," while almost 40 percent believe that they are "too high." Virtually no one believes that the tax rate is "too low."

²⁹⁴ This question was asked to respondents living in Cadillac and in the following townships: Cherry Grove, Clam Lake, Haring Charter, and Selma..

Opinion about the Rate of Taxation: Percentage Distribution

	Too high	Too low	About right	Don't Know
Opinion about county tax level	39.0	0.5	54.1	6.5

County Facilities/Buildings

located:

THE government of the County of Wexford owns four buildings in which general fund supported operations are

List of County Facilities/Buildings

Name of County Building/Facility	Location	Occupants	Notes
Wexford County Courthouse (including Courthouse Addition on the west side)	437 E. Division Street, Cadillac (at May Street)	Administration/Board of Commissioners, Circuit Court, Clerk, Equalization, General Accounting, Maintenance, Probation & Parole, Register of Deeds, Treasurer.	Built in 1910, with a one floor addition on the west side.
Wexford County Courts annex (north of the courthouse)	100 May Street (at E. Garfield Street)	District Court, Juvenile Office, Parole Office, Probate Court.	This building was a church, with several wood frame additions.
Lake Street County Building (formerly Human Services Building)	401 N. Lake Street	Building & Zoning, Drain Commissioner, Friend of the Court, Health Department, MSU Extension, Planning,	Built in the 1970s for Public Health and Family Independence Agency
Sheriff's Department and Jail	820 S. Carmel Street	Emergency Management, Jail, Sheriff.	Built in 1964.
Animal Control Shelter	1406 Sixth Avenue (Cadillac Industrial Park)	Animal Control.	.

In addition there are buildings in which "extended" county functions, or quasi-county departments are located:

List of "extended county" Facilities/Buildings

Name of Quasi-County Building/Facility	Location	Occupants	Notes
Airport	8040 E. 34 Road (Boon Road)	Airport fixed base operator, manager.	
Civic Arena	1320 N. Mitchell Street (U.S.-131)	The Wex Civic Arena, Ice Arena, County Fair.	
Department of Public Works	3161 S. Lake Mitchell Drive (●Landfill: 990 U.S.-131 ●Recycling Center: 4028 E. M-115. ●Haring Township Water Supply: 151 Works Ave. ●Mesick Wastewater Treatment Plan: 6920 W. 16 Road)	Board and Department of Public Works	Built in the 1970s
Cadillac-Wexford County Public Library	411 S. Lake Street	Library	Built in the 1970s
Road Commission	85 W. M-115	Road Commission campus (multiple buildings and grounds)	Built in the 1970s, very close to the geographic center of the county.
Community Mental Health Building	527 Cobb Street	North Central Community Mental Health	Built in the 1980s.
Cadillac Wexford Transit Authority	1202 N. Mitchell Street	Public transportation system	(Building was formerly the Wexford County Road Commission.)

Other buildings are leased or rented by the county for branch libraries, Prosecutor, Soil Conservation District, and so on.

The physical plants for county operations is located at several different locations, with several shortcomings in planning, needed facilities, and space. Various attempts have been made to identify issues and to address them with varying degrees of success. Those efforts include a *Preliminary Space Program*,²⁹⁵ a Wexford County Planner memo,²⁹⁶ Probate Judge memo to Pat Yoder,²⁹⁷ *Facility*

Needs Master Plan,²⁹⁸ *Physical and Financial Planning for Future Court Needs*,²⁹⁹ letter by Judge Charles D. Corwin³⁰⁰ letter by Judge David A. Hogg.³⁰¹

In 1964, the Wexford County Courthouse provided office space for the Bureau of Social Aid, County Welfare Department,³⁰² MSU Cooperative Extension Service, County Superintendent of Schools, Treasurer, Clerk, Register of Deeds/Abstractor, Probate Court; totaling just over 23

²⁹⁵Landmark Design Group, P.C. and Gus Harrison, Inc.; *Wexford County Courts and Law Building Preliminary Space Program*; March 2, 1995.

²⁹⁶Evans, Tim; Memo to County Administrator Pat Yoder; "Subj. Renovation Costs - Human Service Building County Space Needs;" August 26, 1997.

²⁹⁷Tocoma, Kenneth L. (Probate Judge); Memo to County Administrator Pat Yoder; "RE: Court Relocation Issues;" August 6, 1997.

²⁹⁸BIRTLES & HAGERMAN ARCHITECTS (Cadillac); *Wexford County Facility Needs Master Plan* prepared for the Wexford County Board of Commissioners; June 23, 1992.

²⁹⁹Petterson, William R. (Circuit Court Judge); *Physical and Financial Planning for Future Court Needs*; (undated, circa 1989) and letter to County Administrator Larry Huebner; June 1, 1989.

³⁰⁰Corwin, Judge Charles D. (Circuit Court Judge); Letter, and enclosure, to Sheriff Gary A. Finstrom on county jail needs; June 6, 1994.

³⁰¹Hogg, Judge David A. (District Court Judge); Letter to Sheriff Gary Finstrom on county jail needs; June 7, 1994.

³⁰²Bureau of Social Aid and County Welfare Department later became the Department of Social Services then became the Family Independence Agency.

employees. Friend of the Court operated from a private law office. There was not an Equalization Department, Building and Planning Department, ambulance service, county administrator, Community Mental Health and so on.³⁰³ Judge William R. Peterson's observation is that since 1964 the state legislature has abolished some offices, but has created many more. And County Commissioners voluntarily provide new services and offices. Finally, functions of existing offices become more voluminous and complex due to population growth, and additional duties imposed by the Michigan Legislature. This trend will continue the Judge concluded. He was correct.

During 1964-1989, Wexford County made considerable investment in buildings to house new and growing services (e.g. DPW, Lake Street building, new sheriff/jail). In 1989 county offices were short on space. Judge Peterson documented courthouse space deficiencies in 1989. Judge Peterson was reporting on the work of a committee which was charged with consideration of all county functions and building needs. Wexford Courts have doubled the number of new cases coming into the court in each decade (1960s, 1970s, 1980s). This trend was expected to continue. It has. Procedural law has also changed, requiring more court time to handle preliminary motions and hearings.³⁰⁴

Growth in courts result from (1) more population - Wexford is growing; (2) litigation and crime has been increasing at a rate faster than the population growth; (3) life is getting more complicated, which results in more problems, disputes, etc.; (4) changing mores with expanded liability and divorce in civil law; and (5) increased crime rate.³⁰⁵

This will result in the need for more judges, magistrates, case workers, clerical (and space for them) the judge concluded in 1989. Also two courtrooms designed to handle a 12-14 member jury trials should be provided. Jail size was inadequate in 1989. County-owned office space for the prosecutor should be provided.³⁰⁶

In 1992, recommendations were provided concerning county office space issues. This study recommended a 20 acre new county office campus be constructed; accommodating a 77% to 179% increase in space needs for all county departments (except Road Commission, DPW, Animal Control.). The same study documented county jail capacity needs at 75 beds for a five year planning period and

150 beds by 2017.³⁰⁷

In 1994, the county conducted a study³⁰⁸ to document the amount of square feet used by the 28th Circuit Court, 84th District Court, Probate Court, County Clerk, Probation and Parole and Office of Community Corrections, Prosecuting Attorney, and shared use areas.

In 1997, discussion started to focus on moving the District Court and Probate Court out of the Wexford County Courts annex behind the courthouse.³⁰⁹ Up to 1,340 square feet was necessary space for the Probate Court. This old church with several poorly planned additions, lacks adequate storage (boxes are piled in courtrooms), and fails to meet modern safety, ADA, and other considerations.

When the Family Independence Agency moved out of the county's Lake Street building, Friend of the Court, MSU Extension, Building and Zoning, and Geographic Information System (GIS) Departments were relocated to Lake Street in January 1999. Since then, the county has been reviewing different options, and prices, for relocation of District and Probate court into the Courthouse such as adding a second and third floor to the west side Courthouse addition or a new building behind (north) of the Courthouse. A decision was made to tear down the courthouse addition and build a two-floor new addition, then to tear down the annex. The goal is for the courts and their supporting offices to move out of the existing Wexford County Courts annex, and that building to be removed.

In 1966, a new county jail was proposed, and financing for the project placed on the ballot. Prior to the election the county purchased about 26 acres of land on the east side of Cadillac.³¹⁰ Voters did not support the financing for the new jail. The purchase of the 26 acres of land, prior to the election, has become controversial. In 2000, the county brought the issue of an addition to the county jail to voters for purposes of approving a millage. For several years the county has been paying other counties to house Wexford jail inmates in other county jails, for example, Benzie County. This costs Wexford the "rent" paid to another county, lost road patrol time when deputies are transporting inmates to and from the other county, as well as other hidden costs. The millage vote failed, following an ineffective voter education campaign. In 2001 the 26 acres of land was sold.

In 2001 and 2002, the county again looked at

³⁰⁷BIRTLES & HAGERMAN ARCHITECTS (Cadillac); *Wexford County Facility Needs Master Plan* prepared for the Wexford County Board of Commissioners; June 23, 1992; p 4, 12, 18-19.

³⁰⁸Landmark Design Group, P.C. and Gus Harrison, Inc.; *Wexford County Courts and Law Building Preliminary Space Program*; March 2, 1995.

³⁰⁹Tacoma, Kenneth L. (Probate Judge); Memo to Interim County Administrator Pat Yoder; "RE: Court Relocation Issues;" August 6, 1997

³¹⁰This is not the first time the county purchased land for county facilities. Shown on an old Cadillac City map of public lands the county had owned land in the neighborhood west of the current location of the Cadillac High School. That land has since been sold.

³⁰³Petterson, William R. (Circuit Court Judge); letter to County Administrator Larry Huebner; June 1, 1989.

³⁰⁴Petterson, William R. (Circuit Court Judge); *Physical and Financial Planning for Future Court Needs*; (undated, circa 1989); p. 1.

³⁰⁵Petterson, William R. (Circuit Court Judge); *Physical and Financial Planning for Future Court Needs*; (undated, circa 1989); p. 3.

³⁰⁶Petterson, William R. (Circuit Court Judge); *Physical and Financial Planning for Future Court Needs*; (undated, circa 1989); p.4-5.

addressing the court space needs. Those needs and a proposed solution are summarized here:³¹¹

Present District and Probate courts are filled to overflowing. The safety of the general public and courthouse personnel are seriously jeopardized by the congestion. Private citizens are often side-by-side with prisoners, and both the accused and the accuser are within inches of each other. This is a potential volatile situation. There is virtually no more room for storage of records and files, and parking is often a nightmare.

The continued use of the existing courthouse west side addition was supposed to be designed to carry one additional floor.³¹² Poor soil conditions have contributed to cracks in two walls and a sagging roof.³¹³ Existing footings could carry an additional 2,000 pounds per square foot, but a second floor would weigh about 3,800 pounds per square foot.³¹⁴ Only two walls and the concrete floor could be salvaged, and the cost to design and build around those would cost more than any savings from trying to use those walls and floor.³¹⁵ Building new walls around the outside of the existing west courthouse addition and constructing a new beamed roof above the present addition would require massive pile footings. The cost to do so would be greater than savings to keep the existing walls and roof.³¹⁶

The 2002 expansion proposal is for a two story facility attached to the west side of the present courthouse, and extending across Garfield Street which is the "alley" on the north side of the courthouse. The expansion is proposed to be 27,500 square feet with a preliminary estimated cost of \$4.3 million. Financing will come from the sale of 20 year bonds, and the bond payments will come from interest earned from the Wexford County Landfill sinking/depreciation fund. There are not any additional taxes anticipated to be used at this time. The expansion will result in courthouse-related offices, including Probate, District, Circuit Courts; community corrections; prosecutor's office; and probation and parole) housed in the same building complex. The expansion plans include room for additional records storage for the County Clerk's office and Register of Deeds, as well as room for growth. Construction is estimated to take about one year, beginning in April 2002.

The existing courthouse annex the white wood frame building on the hill over May Street, is where District and Probate Courts are now located. Upon completion of the proposed new construction, the annex would be demolished and the area used for parking. This action was approved by

the Wexford County Board in February 2002.

Recreation/Parks

RECREATION planning for Wexford County is done as a separate process. The *Wexford County Recreation Plan* was last done in 1996, amended through June 30, 2000. Presented here is a recreation inventory and overview information which is not likely to change and does not duplicate data found elsewhere in this *Fact Book*.³¹⁷

ADMINISTRATIVE STRUCTURE

Each year, a proposed budget is requested by the County Administrator from the Civic Center Business Manager (Table 1). Each proposal must contain back-up material to support it. The County Administrator then considers the requests from all departments and based upon the available funds, recommends a general operations budget to the Board of Commissioners for their consideration.

The budget is then considered before a public review hearing and formally adopted by the Board. Thereafter, the budget may be amended if necessary by the County Administrator. The Civic Center Business Manager is responsible for overseeing the revenues and expenditures in that department and reports all necessary amendments to the County Administrator. The county must supply some general financial support to maintain the facility.

Staff

The Civic Center is currently staffed by one full-time manager, one night manager and two full-time maintenance workers and part time staff. The manager utilizes county work release medium security prisoners on a regular basis and other county maintenance employees and supervisors when necessary.

The manager oversees the budget, promotes activities, maintains the grounds, updates the County Administrator on any major repairs or needs of the facility, and insures that all safety measures are met. In addition, the manager deals with the public and insures that all renters provide the county with proper insurance coverage, such as hold harmless agreements.

The manager may recommend policy to the County Administrator. As the facility develops more recreational activities, the need for additional staff to meet the increase in demand will also be necessary.

Administrator

³¹⁷Wexford County Planning Department (Tim Evans, County Planner); *Wexford County Recreation Plan 2002-2007*; County Citizens Committee on Recreation Matters; pp.34, 35-44, and 53-56.

³¹¹Lee, Robert; "Courthouse Expansion Project - fact sheet - "; one page unpublished; undated (c. January 2002).

³¹²WIGEN, TICKNELL, MEYER ARCHITECTS.

³¹³WILCOX ASSOCIATES, INC., of Cadillac.

³¹⁴WILCOX ASSOCIATES, INC., of Cadillac.

³¹⁵GUNDLACH-CHAMPION, INC., of Houghton, Michigan

³¹⁶GUNDLACH-CHAMPION, INC., of Houghton, Michigan

The County Administrator oversees the Civic Center Management. The Administrator works with the manager on the budget and is the first contact in the chain of command when problems or needs arise. The County Administrator may interpret county policy as established by the Board of Commissioners for recreation facilities and recommend any changes therein.

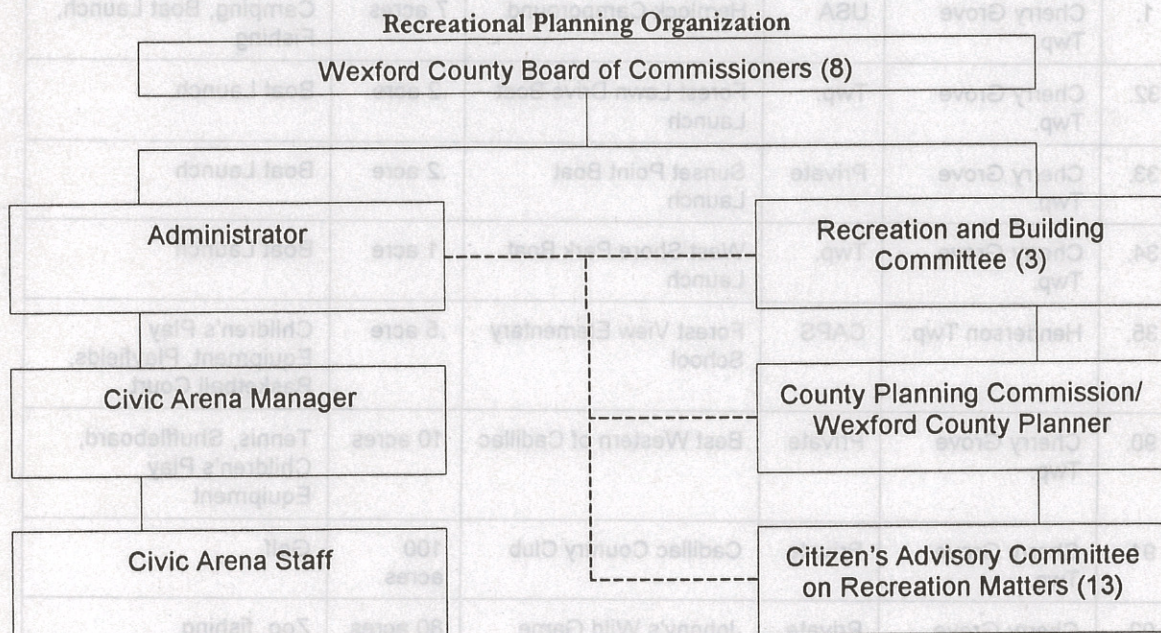
Board of Commissioners

The Wexford County Board of Commissioners has final approval on all expenditures, fees, operation policies, and manpower requirements that may be required to operate and maintain county recreation facilities. Major renovations or additional buildings at any site must have final approval of the Board of Commissioners.

Relationship with Other Agencies

The county recognizes the need for other municipalities to use county recreation facilities. Presently, programs are organized and supervised by local school districts and the City of Cadillac at the Civic Center and the ice rink. In addition, the Fair board utilizes the Civic Center and grounds during the summer fair. Sports associations and clubs utilize the Civic Center on a regular basis.

Fees range from low-cost for general users such as senior walkers and child skaters to full-cost for commercial users. In addition, school districts and other non-profit organizations are provided reduced rates. Any legislative, executive, or judicial body at the local, state, or federal level is allowed to use the Civic Center for public meetings, as long as no contracted, scheduled use is booked.



Inventory of Recreation Facilities

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
4.	Antioch, Boon, and Henderson Townships	USFS	Pere Marquette Cycle Trail	40 miles	Motorcycle Trails
31.	Antioch Township	Twp	Antioch Township Park	40 acres	Fishing
71.	Boon Township	County	Pinoco Park	40 acres	Camping, Nature Study, Trail, Bridle Trail, Picnic Sites
89.	Boon Township	Private	Lost Pines Recreation Area	320 acres	Snowmobile Trails, Horseback Riding

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
8.	Boon, Cherry Grove, Henderson, Slagle, and South Branch Townships	USFS/DNR	Caberfae Way Snowmobile Trail	187 miles	Snowmobile Trails
72.	Cedar Creek Twp.	Church	Manton Free Methodist Campground	50 acres	Camping, Children's Play equipment, Playfields
73.	Cedar Creek Twp.	Private	Manton Snow Devils Snowmobile Club	5 acres	Snowmobile Trails
21.	Cedar Creek, Haring, and Liberty Twps.		Northern Gateway Trail	17 acres	Bridle Trail, Hiking Trail, Camping
1.	Cherry Grove Twp.	USA	Hemlock Campground	7 acres	Camping, Boat Launch, Fishing
32.	Cherry Grove Twp.	Twp.	Forest Lawn Drive Boat Launch	.2 acre	Boat Launch
33.	Cherry Grove Twp.	Private	Sunset Point Boat Launch	.2 acre	Boat Launch
34.	Cherry Grove Twp.	Twp.	West Shore Park Boat Launch	.1 acre	Boat Launch
35.	Henderson Twp.	CAPS	Forest View Elementary School	.5 acre	Children's Play Equipment, Playfields, Basketball Court
90.	Cherry Grove Twp.	Private	Best Western of Cadillac	10 acres	Tennis, Shuffleboard, Children's Play Equipment
91.	Cherry Grove Twp.	Private	Cadillac Country Club	100 acres	Golf
92.	Cherry Grove Twp.	Private	Johnny's Wild Game and Fish Park	80 acres	Zoo, fishing
2.	Cherry Grove and Henderson Twps		Olga Lake Auto Tour Trail	14 miles	Picnic Sites, Auto Trail, Exhibitions
47.	City of Cadillac	City	Diggins Hill	23 acres	Sledding, Tennis Courts
48.	City of Cadillac	City	Kenwood Heritage Park	80 acres	Picnic Sites, Swimming, Boat Launch, Children's Play Equipment, Nature Study Trail, Frisbie Golf
49.	City of Cadillac	CAPS	Lincoln Field	8 acres	Children's Play Equipment, Ball Diamond, Tennis Courts, Basketball Courts, Volleyball Courts

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
50.	City of Cadillac	City	Lakefront Park	29 acres	Shuffleboard, Picnic Sites, Benches, Boat Launch/Docking, Pier/Fishing, Playground Equipment, Performing Arts Pavilion, Walking Paths, Restrooms
51.	City of Cadillac	City	CASA Field	5 acres	Ball Diamonds, Soccer Field
53.	City of Cadillac	CAPS	Memorial Stadium	20 acres	Organized Sports Field Track
54.	City of Cadillac	CAPS	Mills Field	3 acres	Ball Diamond
55.	City of Cadillac	CAPS	Community Tennis Courts	1 acre	Tennis Courts
57.	City of Cadillac	CAPS	Cooley Alternative School	.5 acre	Basketball Court, Beach Volleyball Court, Playground Equipment
58.	City of Cadillac	CAPS	Franklin Elementary School	.5 acre	Children's Play Equipment, Playfields, Basketball/ Tennis Courts
59.	City of Cadillac	CAPS	Kenwood Elementary School	.5 acre	Children's Play Equipment, Playfields, Basketball Court
60.	City of Cadillac	CAPS	McKinley Elementary School	.5 acre	Children's Play Equipment, Playfields, Basketball Court
61.	City of Cadillac	Church	St. Ann's Elementary School	.5 acre	Children's Play Equipment
62.	City of Manton	City	Railroad Park	1 acre	Shuffleboard, Horseshoes, Picnic Sites
63.	City of Manton	City	Lake Billings Park	16 acres	Camping, Picnic Sites, Swimming, Playfields, Fishing
64.	City of Manton	City	Rotary Memorial Park	4.7 acres	Swimming, Picnic Sites, Fishing
65.	City of Manton	School	Community School	8 acres	Children's Play Equipment, Ball Diamonds, Organized Sports Field
13.	Clam Lake Township	State	Mitchell State Park	32.4 acres	Camping, Swimming, Picnic Sites, Boat Launch, Children's Play Equipment
14.	Clam Lake Township	State	Berry Lake Access Site	1 acre	Boat Launch, Fishing

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
15.	Clam Lake Township	State	NB Rest Area Ed Eckert Roadside Park	28 acres	Picnic Sites
93.	Clam Lake Township	Private	McGuire's Resort Area	180 acres	Golf, Toboggan Run, X-Country Skiing
36.	Colfax Township		Lester A. Barnes Memorial Park	67 acres	Camping, Picnic Sites, Boat Launch, Fishing, Swimming
16.	Greenwood Twp.	State	Baxter Bridge Access Site	1 acre	Fishing, Boat Launch
17.	Greenwood Twp.	State	Baxter Bridge, Campground and Canoe Camp	25 acres	Camping, Boat Launch
74.	Greenwood Twp.	Private	Manton Sportsman Club	1 acre	Hunting
75.	Greenwood Twp.	Private	Woodsmen Club	80 acres	Hunting
18.	Hanover Twp.	State	Harvey Bridge Access Site	1 acre	Boat Launch, Fishing
19.	Hanover Twp.	State	Indian Crossing Campground and Canoe Camp	10 acres	Camping, Boat Launch
6.	Hanover Twp.	Private	Lake Gitchegumme Assoc	1.5 acres	Swimming, Boat Launch, Fishing, Playfields
20.	Haring Township	State	Long Lake Forest Campground	10 acres	Camping, Boat Launch, Fishing
37.	Haring Township	County	Wexford Civic Arena	40 acres	Racetrack
77.	Missaukee County	Private	Cadillac Sportsmen's Club	5 acres	Shooting
78.	Haring Township	Private	Cadillac Motorcycle Club	40 acres	Racetrack
3.	Henderson Township	USA	Ravine Picnic Area and Campground	3 acres	Picnic Sites, Camping, Hiking Trail, Fishing
23.	Liberty Township		Chase Creek Campground and Canoe Livery	10 acres	Camping, Boat Launch
24.	Liberty Township	State	Old 131 Bridge Campground and Canoe Camp	10 acres	Camping, Boat Launch
25.	Liberty Township	State	Casey Jones Roadside Park	15 acres	Picnic Sites
94.	Liberty Township	Private	Chippewa Landing	50 acres	Camping, Picnic Sites, Canoe Livery
38.	Selma Township	Twp.	Pleasant Lake Park	.3 acre	Picnic Sites, Swimming

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
39.	Selma Township	Private	Hiawatha Beach Boat Launch	1.2 acres	Boat Launch
40.	Selma Township	Private	Flowing Wells Boat Launch	.3 acre	Boat Launch, Picnic Sites
41.	Selma Township	Private	Boyd Park Boat Launch	.1 acre	Boat Launch, Picnic Sites
42.	Selma Township	Private	Sunny Shores Park Boat Launch	.2 acre	Boat Launch, Picnic Sites
52.	Selma Township	CAPS	Camp Torenta	160 acres	Picnic Sites, Ball Diamond, Tennis Courts, Archery Shoot, Swimming, Fishing, Hiking Trails, Nature Study Trails, Basketball Court
79.	Selma Township	Private	Woodward Lake Association	.5 acres	Picnic Sites
26.	Slagle Township	State	State Fish Hatchery	160 acres	Picnic Sites, Exhibitions
27.	Slagle Township	State	Julius Becker Roadside Park	4 acres	Picnic Sites
44.	Slagle Township	Twp	Slagle Township Park	5 acres	Horseshoe Pits, Ball Diamonds, Picnic Sites, Volleyball
80.	Slagle Township	Private	Slagle Club	160 acres	Fishing, Hunting
81.	Slagle Township South Branch Twp.	Private	Sands Creek Club	80 acres	Hunting
5.	South Branch Twp	USA	Peterson Bridge South Camping Area	11 acres	Camping, Picnic Sites, Fishing, Canoe Launch
6.	South Branch Twp	USA	Peterson Bridge North Canoe Access & Camping Area	10 acres	Boat Launch, Picnic Sites, Fishing
7.	South Branch Twp	USA	Dodson Bridge Canoe Landing	10 acres	Boat Launch, Picnic Sites, Fishing
9.	South Branch Twp.	Private	McKenzie Trail U.S. Forest Service	4.5 acres	Cross Country Ski Trail
10.	South Branch Twp.	Private	Caberfae Peaks Ski Area	58 acres	Ski Runs, Golf Course
11.	Slagle Twp.	Private	Caberfae Tennis Ranch	2 acres	Tennis Courts
95.	South Branch Twp.	Private	Kestelwood Campground	28 acres	Camping, Swimming, Children's Play Equipment

No.	Location	Owner	Name of Outdoor Recreation Site	Size	Description of Facilities Available
96	Springville Township	USA	Seaton Creek Picnic Area and Campground	12 acres	Camping, Picnic Sites, Boating, Nature Study Trail
28.	Springville Township	State	Hodenpyl Backwater Scenic Turnout	2 acres	Picnic Sites
29.	Springville Township		Mesick Wildlife Sanctuary	785 acres	Fishing, Nature Study Trail
45.	Springville Township	Private	Mesick Campground	95 acres	Camping, Picnic Sites, Swimming, Boat Launch, Fishing, Nature Study Trail
46.	Springville Township		Mesick Memorial Park	2 acres	Picnic Sites, Fishing
84.	Springville Township	Church	United Jewish Charities	40 acres	Camping
99	Village of Buckley	Village	Buckley-Hanover Activities Center	1 acre	Basketball, Tennis/ Shuffleboard
67.	Village of Buckley	School	Community School	5 acres	Ball Diamonds, Organized sports Field, Children's Play Equipment
68.	Village of Harrietta	Village	Harrietta Community Park	.3 acres	Children's Play Equipment
69.	Village of Mesick	Village	Mesick Community Park	5.7 acres	Ball diamonds, Tennis/Shuffleboard, Basketball/ Horseshoes, Children's Play Equipment
30.	Wexford Township	State	Keith Baguley Roadside Park	3 acres	Picnic Sites
97.	Wexford Township	Private	Miltner's Canoe Camp	40 acres	Camping, Boat Launch

A map of the outdoor recreation facilities is on 309.

Indoor Recreation Facilities

No.	Location	Owner	Name of Indoor Recreation Site	Description of Facilities Available
1.	Antioch Township	Twp	Township Hall	Meeting Room, Kitchen
2.	Boon Township	Twp.	Township Hall	Meeting Room
52.	Boon Township	Private	Lost Pine Lodge	Swimming
3.	Cedar Creek Township	Twp.	Township Hall	Meeting Room
41.	Cedar Creek Township	Private	Manton Snow Devil's Snowmobile Club	Meeting Room, Kitchen

No.	Location	Owner	Name of Indoor Recreation Site	Description of Facilities Available
4.	Cherry Grove Township	Twp	Township Hall	Meeting Room, Kitchen
5.	Cherry Grove Township	CAPS	Forest View Elementary School	Gym, Meeting Rooms
53.	Cherry Grove Township	Private	Caberfae Lanes	Bowling, Billiards
55.	Cherry Grove Township	Private	Best Western of Cadillac	Swimming Pool
54.	Cherry Grove Township	Private	The Pines	Bowling , Billiards, Dancing, Darts/ Video Game Room
17.	City of Cadillac	CAPS	Senior Citizen's Center	All Purpose Room, Kitchen
18.	City of Cadillac		Cadillac-Wexford Public Library	Library, Meeting Room
19.	City of Cadillac	City	Municipal Complex	Meeting Room
20.	City of Cadillac	County	County Courthouse	Meeting Room
21.	City of Cadillac	Private	Kirtland Terrace	Meeting Room
63.	City of Cadillac	Private	Parkview Lanes	Bowling, Billiards
22.	City of Cadillac	CAPS	Senior High School	Gyms, Meeting Rooms, Library, Auditorium, Cafeteria
23.	City of Cadillac	CAPS	Junior High School	Gym, Meeting Rooms, Cafeteria
26.	City of Cadillac	CAPS	Kenwood Elementary School	Gym, Meeting Room
27.	City of Cadillac	CAPS	McKinley Elementary School	Gym, Meeting Room
28.	City of Cadillac	CAPS	Lincoln Elementary School	Gym, Meeting Room
29.	City of Cadillac	CAPS	Franklin Elementary School	Gym, Meeting Room
30.	City of Cadillac	Church	St. Ann's Elementary School	Gym, Meeting Room
31.	City of Cadillac		Wexford County	Museum
45.	City of Cadillac		American Legion Post	All Purpose Room, Kitchen
46.	City of Cadillac		Elk's Lodge	All Purpose Room, Kitchen
48.	City of Cadillac		Amvets Post	All Purpose Room, Kitchen
47.	City of Cadillac		Fifth-Third Bank	All Purpose Room
60.	City of Cadillac		Footlites	Theater
61.	City of Cadillac		Cinema 5	Theater
62.	City of Cadillac		Cadillac Sands	Swimming Pool, Dancing

No.	Location	Owner	Name of Indoor Recreation Site	Description of Facilities Available
32.	City of Manton	City	Municipal	Meeting Room
33.	City of Manton		Senior Citizen's Center	All Purpose Room, Kitchen
34.	City of Manton	Schools	Community School	Gym, Auditorium
35.	City of Manton	City	Manton Area Museum	Museum
49.	City of Manton		Citizens Bank	All Purpose Room
50.	City of Manton		VFW Post	All Purpose Room
	City of Manton	Private	Northern Valley Lanes	Bowling, Billiards
6.	Clam Lake Township	Twp.	Township Hall	Meeting Room
56.	Clam Lake Township	Private	McGuire's Resort	Swimming Pool
57.	Clam Lake Township	Private	Pine Knoll Motel	Swimming Pool
65.	Clam Lake Township	Private	Pine Grove Racquetball Club	Racquetball, Swimming, Organized Sports, Activities
7.	Colfax Township	Twp	Township Hall	Meeting Room, Kitchen
8.	Greenwood Township	Twp	Township Hall	Meeting Room, Kitchen
10.	Haring Township	Twp	Township Hall	Meeting Rooms, Kitchen
9.	Haring Township	County	Wexford Civic Arena	Gym, All Purpose Room, Kitchen, Indoor Tennis
42.	Haring Township	Church	Knights of Columbus	All Purpose Room, Kitchen
43.	Haring Township	Private	Moose Lodge	All Purpose Room, Kitchen
44.	Haring Township		Chemical Bank West	All Purpose Room
11.	Henderson Township	Twp	Township Hall	Meeting Room
12.	Liberty Township	Twp	Township Hall	Meeting Room
13.	Selma Township	Twp	Township Hall	Meeting Room, Kitchen
59.	Selma Township	Private	Skate On Skating Center	Roller Skating
14.	Slagle Township	Twp	Township Hall	Meeting Room, Kitchen
15.	South Branch Township	Twp	Township Hall	Meeting Room
36.	Village of Buckley	Village	Community Building	Meeting Room, Kitchen
37.	Village of Buckley	School	Community School	Gym, Meeting Rooms
38.	Village of Harrietta	Village	Community Building	All Purpose Room, Billiards, Kitchen
39.	Village of Mesick	Village	Town Hall	Meeting Room

No.	Location	Owner	Name of Indoor Recreation Site	Description of Facilities Available
40.	Village of Mesick	School	Community School	Gym, Auditorium
51.	Village of Mesick		Citizens Bank	All Purpose Room
16.	Wexford Township	Twp	Township Hall	Meeting Room

A map of the indoor recreational facilities is shown on page 310.

Barrier Free Compliance of Recreation Facilities

The following Acts are listed in the Community Recreation Plan Guideline IC 1924 (Rev. 12/01/2000) p. A3.

- ▶ The Architectural Barriers Act of 1968, ABA, (P.L. 90-489)
- ▶ Section 502 of the Rehabilitation Act of 1973 (P.L. 93-112)
- ▶ Section 504 of the Rehabilitation Act of 1973 (P.L. 93-112)
- ▶ Uniform Federal Accessibility Standards (UFAS)
- ▶ The American with Disabilities Act (ADA)
- ▶ The Persons with Disabilities Civil Rights Act (Act 220 of 1976), as amended 1990.

Wexford County is aware of the guidelines that are required by barrier free laws and regulations. The Wexford County Courthouse and Wexford County Civic Arena, are handicapped accessible. As facilities are constructed, remodeled or improved, they will be brought into compliance with the above referenced acts.

Basis for Recreation Action Program

With completion of the Wexford County Ice Arena, identified as the number one priority in the County's 1996 Recreation Plan, and recognizing the necessity of keeping the recreation plan current, there has been an identified need for the completion of the CASA all sports park, which includes facilities for soccer, baseball, and softball. Identified as a high priority in the County's 1996 Recreation Plan, and supported by various citizens groups since 1977, it has been advanced to the number one priority. Other identified recreation goals and objectives as shown in the 1996 plan have also been advanced. Based upon public input, the Recreation Plan Advisory Committee determined that equal consideration for second priority be given to development of recreational facilities for a:

- Skate Board Park
- Teen Center,
- Senior Center,
- Multi-Use Greenway,
- Aquatic Center with pool for competitive

swimming, diving, and therapeutic handicapped accessible pool.

In support of the Recreation Plan Advisory Committees recommendations, the Wexford County Planning Department contracted with the Central Michigan University Center for Applied Research and Rural Studies to conduct a survey of residents in Wexford County in the Fall of 2000. This survey was done as part of the County's proposed Land Use Plan. In the Opinion Survey on the *Quality of Life, Needs in the County*, more than 40 percent of respondents "strongly agree" that the county needs to provide more activities for teenagers 13 to 18 years old and another 44 percent "agree". Between 20 and 30 percent of the respondents also "strongly agree" to provide more "activities for children 12 years and younger". Suggestions in the survey included, "need for more recreational activities", "teen or youth center", "community pool", "rollerblading/skateboard places", "organized sports" "including baseball leagues", and "basketball" and "playgrounds". In a public survey entitled *Greater Cadillac YMCA Survey Report Summary* by Gary L. Unruh, Consultant, June 2000, when asked "What is the most needed facility in the community"? The highest percentage of support was for a "swimming pool" and "teen center".

Action Program

CASA All Sports Park Completion Phase

Constructed in 1996-1998, as the County's top recreational priority, CASA is a fifty-acre outdoor park. To date, two baseball fields, three softball fields, one little league field one small utility field, and six regulation soccer fields have been completed. To finish the completion phase the following improvements need to be made: parking lots, lighting, irrigation, septic and water accessibility, bench/bleacher construction, road improvement, scoreboard construction, dugout construction, fencing, backstops, and a concession building with restrooms and storage facilities. Additionally, the construction of pedestrian bridges is necessary in order to provide better access between athletic fields located on both sides of the Clam River.

Skate Board Park

Identified as a high priority recreational

facility in the County's 1996 plan and identified in the Opinion Survey on the "Quality of Life, Needs in the County" public as a requested facility, the need for a safe area for skateboarders and inline skater is in strong demand. Public parking lots, sidewalks, streets and driveways are now being utilized for this activity. Injuries, nuisance to businesses and vandalism have been reported. It is the County's desire to provide a well designed facility to accommodate this sport at all levels of ability.

Multi-Use Greenway

Identified as a "Multi-Purpose Pathway" in the County's 1996 Recreation Plan, the multi-use Greenway will provide a route for a 131 Bypass Trail and a network of trails and trail enhancements that will link natural areas, historic sites, parks, gathering places, athletic fields and open space in the County. The objective is to provide an alternative to traveling on the highway or streets and to connect with existing trail systems developed by the City of Cadillac and trail systems of the State.

Teen Center (Map # 4)

Identified as a high priority by the Wexford County Recreation Plan Advisory Committee during the public meeting process and the in the Opinion Survey on the *Quality of Life, Needs in the County*, developed by Central Michigan University. A teen center or youth center was identified and received strong support by respondents in the survey. A place more teenagers to go for dances, arcades and game room and other organized supervised activities were specifically mentioned. The need for a teen center was also supported by a public survey entitled *Greater Cadillac YWCA Survey Report Summary* by Gary L. Unruh - Consultant, June 2000.

Senior Center

With 19 % of the county population at age 60 and over (U.S. Census Bureau, Census 2000), together the increase in retirees to the area, and the maturing of the "baby boomers", a need for a senior center has been established. Senior Centers provide a gathering place for seniors, meals and information on nutrition, health care, cultural activities, and recreational activities.

Aquatic Center with Pool

Identified by the Wexford County Recreation Plan Advisory Committee during the public meeting process and the in the Opinion Survey on the *Quality of Life, Needs in the County*,

developed by Central Michigan. Suggestions for enhancing activities for children emphasized the need for more facilities for different types of activities. Suggestions for such facilities included a "swimming pool". An aquatic center as a year round facility would be utilized by all age groups, 6 months to senior citizen, therapeutic use for the handicapped, learn to swim programs, competitive swimming, aquatic exercise and competitive diving. An aquatic center with pool was also supported by a public survey entitled *Greater Cadillac YWCA Survey Report Summary* by Gary L. Unruh - Consultant, June 2000.

Wexford County Recreation Goals and Objectives

Listing

Statement of Goal/objective

- Completion of the CASA All Sorts park for the soccer, baseball and softball field & facilities.
- That equal consideration be given in developing the following recreational facilities/projects:
 - Develop recreation facilities in the County to resolve facility shortages in the face of increasing demand for a Skate Board Park.
 - Develop recreation facilities in the County to resolve facility shortages in the face of increasing demand for Multi-Use Greenway.
 - Develop recreation facilities in the County to resolve facility shortages in the face of increasing demand and need for a teen center.
 - Develop recreation facilities in the County to resolve facility shortages in the face of increasing demand and need for a senior center.
 - Develop recreation facilities in the County to resolve facility shortages in the face of increasing demand for an aquatic center with pool for competitive swimming, diving, and therapeutic handicapped accessible pool.

Recreation Action Program and Schedule

The following Table is keyed to the Action Plan Map and is based on the State's recreation standards, public comment received and input from the Recreation Committee.

Map Key (map on page 311)	Year Planned	Description	Estimated Cost	Sources
1	2002 -2004	CASA All Sports Park completion	\$830,000	Grants, County, City (500,000 - grants & local groups; \$300,000 - local)
2	2004 -2007	Skate Board Park	\$300,000 (\$200,000 - grants; \$100,000 - local)	Grants, County, City & local groups
3	2004 -2007	Teen Center	Undetermined	Grants, County, City & local groups
4	2004 -2007	Multi-use Greenway	\$3,000,000	Grants, County, City, TEA-21 grants & local groups
5	2004 -2007	Senior Center	Undetermined	Grants, County, City & local groups
6	2004 -2007	Aquatic Center	\$2,200,000 (\$500,000 -grant & local groups \$1,700,000 - bond & local groups)	Grants, County, City & local groups

*Projects may be reviewed annually to determine priority status and updated accordingly, those with equal status may be prioritized without amending the plan.

**If Projects are not funded in the year designated, they are automatically forwarded to successive year(s) as necessary until accomplished without amending the plan.

Private/Regulated Utilities Electricity

GENERALLY, electric service is available throughout Wexford County. In some areas, the cost of running power lines will be higher due to distance which may have to be traveled to the nearest existing power lines. Three major areas, the Briar Hills area, Caberfae Hills/Pine River Experimental Forest, and parts of the Big Manistee River corridor and area (Wheeler-Anderson area, Greenwood Area, Chase Creek Area) do not have electric power service.

Wexford County is served by three electric utility companies, Consumers Energy (formerly Consumers Power Company) of Jackson with a service office in Cadillac, Great Lakes Energy (formerly Wolverine Power Supply Cooperative of rural Cadillac, and West Michigan Electric Co-op of Scottville (see map on page 312). Generally, Consumers Energy services the more populated east side of the county and the towns and incorporated areas within the county. The electric utility also services rural areas in conjunction with the Big Manistee River where the company

maintains two hydroelectric dams on the Manistee River, with Hodenpyl Dam partly in Wexford County.

The rural electric cooperatives, then, tend to service more rural areas of the county: parts of Cherry Grove, Henderson, Liberty, and South Branch Townships.

The less expensive and more versatile service, from Consumers Energy, tends to favor location of large electric uses in more populated areas of the county. This again can be used as an indication for appropriate location of certain land uses.

Telephone

The county is served by three telephone companies, SEB Ameritech of Detroit, CenturyTel of Michigan Inc. of Pinconning, and Ace Telephone Company of Mesick (and Minnesota). All of Wexford County is in area code 231. The three companies operate 8 exchanges with customers in Wexford County:

Telephone Exchanges and Companies

Exchange Name	Area Served	Exchange Number	Phone Company
Buckley	Buckley (parts of Wexford and Hanover)	269	Ace
Cadillac	Cadillac, Boon, Meauwataka (all of Haring, Clam Lake, and Selma; parts of Colfax, Cherry Grove, Boon, and Townships)	435, 775, 779, 846, 876, 884	SEB Ameritech
Harrietta	Harrietta, Yuma (parts of Springville, Slagle, Boon)	389	SEB Ameritech
Hoxeyville	Hoxeyville (all of South Branch; parts of Boon, Slagle, and Henderson Townships)	862	Ace
Fife Lake	(parts of Liberty Township)	879	SEB Ameritech
Kingsley	(parts of Greenwood and Liberty Townships)	263	CenturyTel
Manton	Manton (parts of Greenwood, Colfax, Antioch, Cedar Creek, and Liberty Townships)	824	SEB Ameritech
Mesick	Mesick (parts of Wexford, Hanover, Antioch, and Springville Townships)	885	Ace

Telephoning within Wexford County to another telephone on lines with the same phone company is a local call. Connections between phone lines operated by different companies can be long distance. Large phone companies, such as Ameritech, must provide local telephone service to adjacent exchanges even if it is part of another phone company. However, small phone companies are not required to do so.

The three telephone companies serving portions of Wexford County provide adequate service. Upgrading is occurring or has occurred with the implementation of 9-1-1 enhanced emergency phone service and digital technology.

Generally, telephone service is available anywhere in the county, though installation charges will be higher where a considerable distance of phone line must be installed. Areas covered by various exchanges are shown on the map on page 313.

Cellular telephone service is provided in Wexford County by up to 17 licenced cellular tower operators. All 17 have not acted to provide antennas in Wexford County at this time. A map on page 313 shows tower locations.

Natural Gas

Only portions of Wexford County area are currently serviced by D.T.E. (formerly known as Michigan Consolidated Gas Company). For land uses that requiring large volumes of energy from gas, there is little option where a business or industry may locate to tap into existing lines. The service area is shown on a map on page 315, servicing parts of the six eastern townships of the county in the Cadillac and Manton areas.

Cable Television

Charter Communications and Cable Michigan cable television companies services the Cadillac, Manton, Mesick, and Buckley areas.

Cable Television may be a major competitor with phone company services for purposes of providing interactive computer linkages (e.g. Internet) for business and home employment applications.

Post Office

WEXFORD'S United States Post Offices are within the Traverse City regional area, with zip code prefixes 496 _ . Eleven post offices serve portions of Wexford County, with five offices actually located in the county. A Zip Code boundary map is on page 316.

Emergency Services

THE county is served by four full-time law enforcement agencies: Michigan State Police Post 76 in the Traverse City district, Wexford County Sheriff's Department Cadillac City Police, and Manton City Police. Each police agency employs between 1 and 30 persons. In addition to police patrol, the Sheriff's Department has responsibility for serving papers and operating a county jail.

Townships and villages might have elected peace officers (township constable or village marshal) but often do not have training and thus lack full police powers.

Within the county there is one full-time, staffed fire department in Cadillac, which only responds to calls within city limits and by contract to Clam Lake Township. There are eleven volunteer fire departments in the county operated by townships and/or villages. All the volunteer departments

have entered into a county-wide mutual aid agreement where second (and more) alarm fires requiring assistance are possible. First responder fire department service areas are shown on the map on page 317.

Equipment, ability and capacity of each fire department generally becomes the overriding factor in determining maximum building height regulations.

There are five ambulance service providers for the county. Current interest and trends are for volunteer fire departments to provide emergency medical services.

All fire, police and ambulance, are dispatched through the Wexford County 9-1-1 Dispatch.

Marine police services are provided by the Wexford County Sheriff's Department with some patrol available from the DNR Conservation Officers.

The county has Conservation Officers stationed here, and dispatched through the Cadillac State Police Post. The

United States Forest Service has limited police powers on federal lands as a federal law enforcement agency.

Disaster emergency planning is coordinated through the Wexford County Emergency Operations Plan prepared by the county Emergency Services Department. Likely disasters in Wexford County include³¹⁸, in order are: 1. blizzard, ice storm; 2. forest fire; 3. tornado; 4. major power failure; 5. flood (hydro-dam failure); 6. hazardous materials (explosion/chemical spill); 7. oil/gas wells-hydrogen sulphide (H₂S); 8. air accidents; 9. railway/highway accidents and 10. industrial accidents; 11. war (enemy attack). Other technological or natural disasters are possible but not as likely.

³¹⁸ Surrounding county Emergency Management Plans and Wexford County Emergency Management Department.

The county has Conservation Officers stationed here and dispatched through the Cadillac State Police Post. The

the DNR Conservation Officer

County Sheriff's Department with some patrol available from

Maine police services are provided by the Westford

the Westford County 9-1-1 Dispatch

All fire police and ambulance are dispatched through

departments to provide emergency medical services

county. Current fire and rescue are for volunteer fire

There are five ambulance service providers for the

maximum building height regulations

generally becomes the overriding factor in determining

Equipment ability and capacity of each fire department

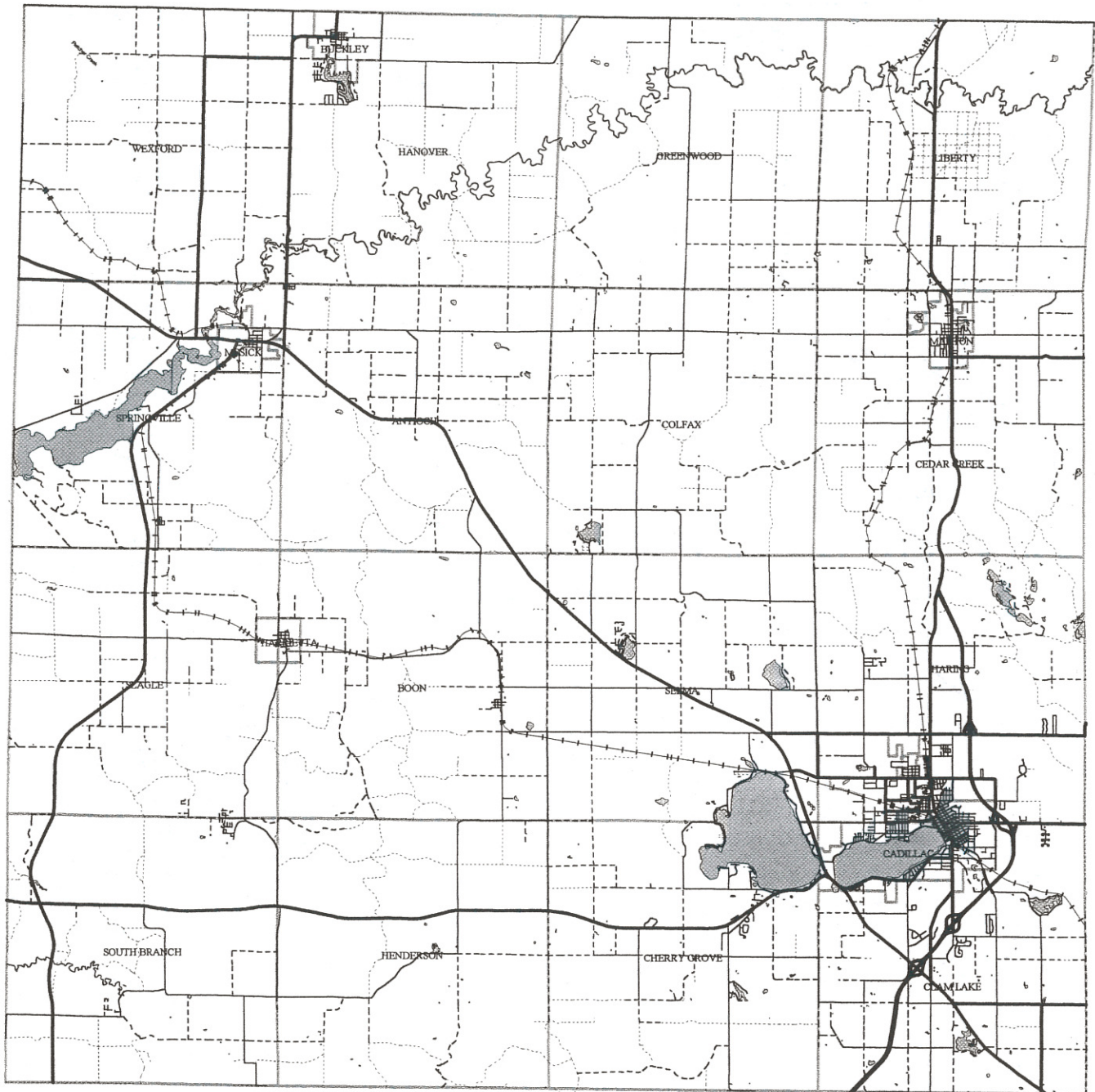
shown on the map on page 317

possible. First responder fire department service areas are

second (and more) alarm fire response assistance are

have entered into a county-wide mutual aid agreement where

United States Forest Service has limited police powers on federal lands as a federal law enforcement agency. Disaster emergency planning is coordinated through the Westford County Emergency Operations Plan prepared by the county Emergency Services Department. Likely disasters in Westford County include: 1. In order and 1. blizzard, ice storm, 2. forest fire, 3. tornado, 4. major power failure, 5. flood (hydro-dam failure), 6. hazardous materials (explosion/chemical spill), 7. oil/gas well-head/highway spillage (H-2), 8. air accidents, 9. railway/highway accidents and 10. industrial accidents. 11. war (enemy attack). Other technological or natural disasters are possible but not as likely.



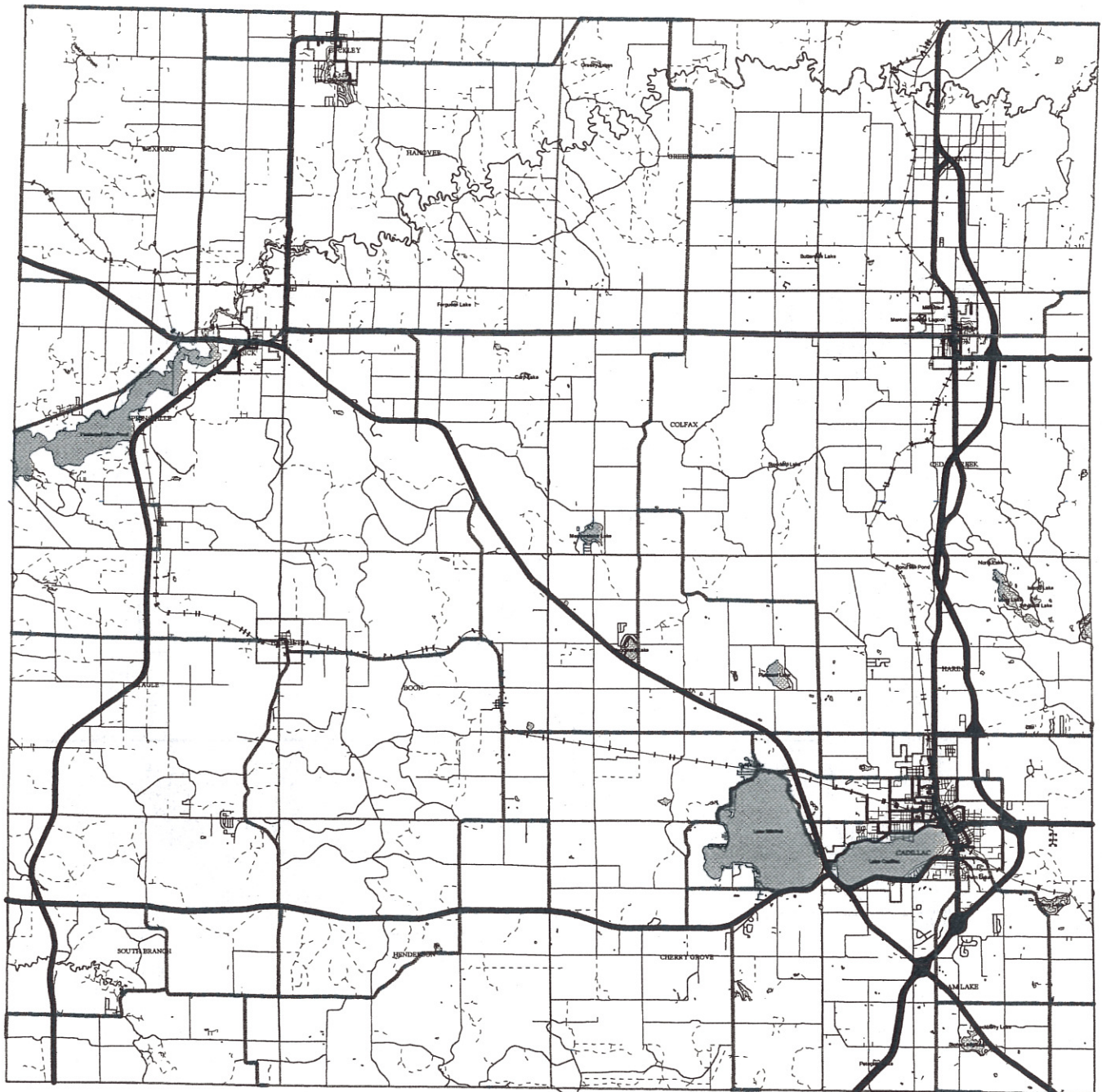
Transportation Network
 ~~~~~ All Season Route  
 ~~~~~ Paved-Seasonal Restrictions  
 ~~~~~ Gravel Roads  
 ~~~~~ Seasonal Roads  
 x x x Railroads



Transportation: Road Surface

SOURCE: Michigan Resource Information System (Michigan Department of Natural Resources) base map data files with attribute data added by Wexford County Geographic Information System (GIS) by Mike Green using data from Wexford County Road Commission road map and City of Cadillac.



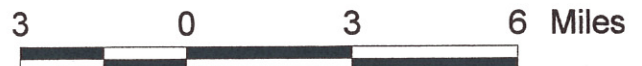


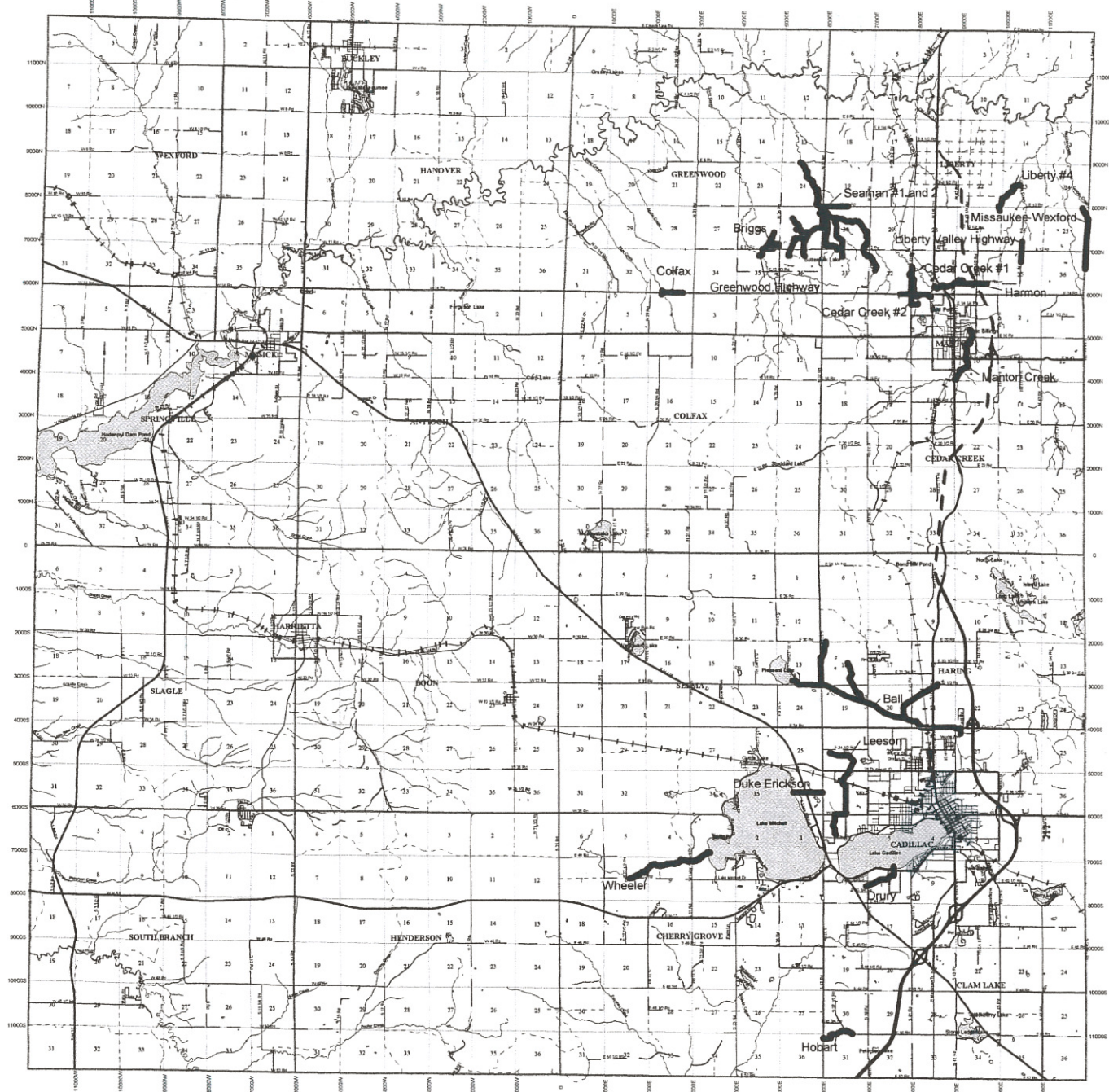
- Transportation
- State Trunkline-Limited Access
 - State Trunkline
 - County Primary
 - County Local
 - City or Village Major
 - City or Village Minor
 - Not Act 51 Certified
 - Railroads



Transportation: Type (Funding Status) Road

SOURCE: Michigan Resource Information System (Michigan Department of Natural Resources) base map data files with attribute data added by Wexford County Geographic Information System (GIS) by Mike Green using data from P.A. 51, of 1951, as amended, public road certification maps for Wexford County Road Commission and each city and village in Wexford County.

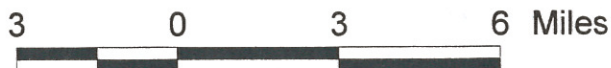


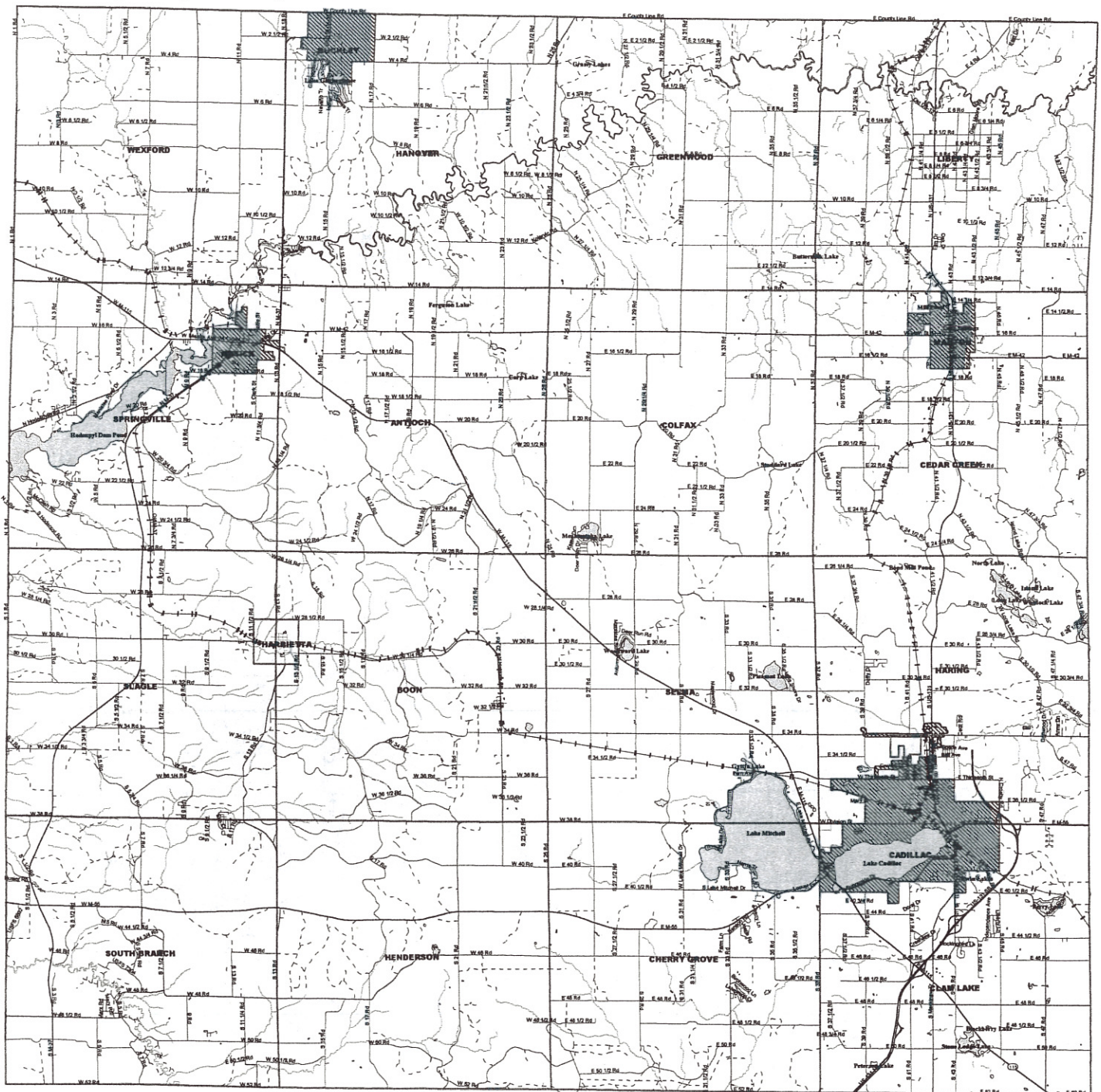


County Drains

SOURCE: Digitized by Mike Green, Wexford Planning Department using easement descriptions and original county drain records.

- Transportation
- State Trunkline-Limited Access
 - State Trunkline
 - County Primary-All Season
 - County Primary
 - County Local-Paved
 - County Local-Gravel
 - County Local-Seasonal
 - City or Village Major
 - City or Village Minor
 - Under Construction
 - County_drains





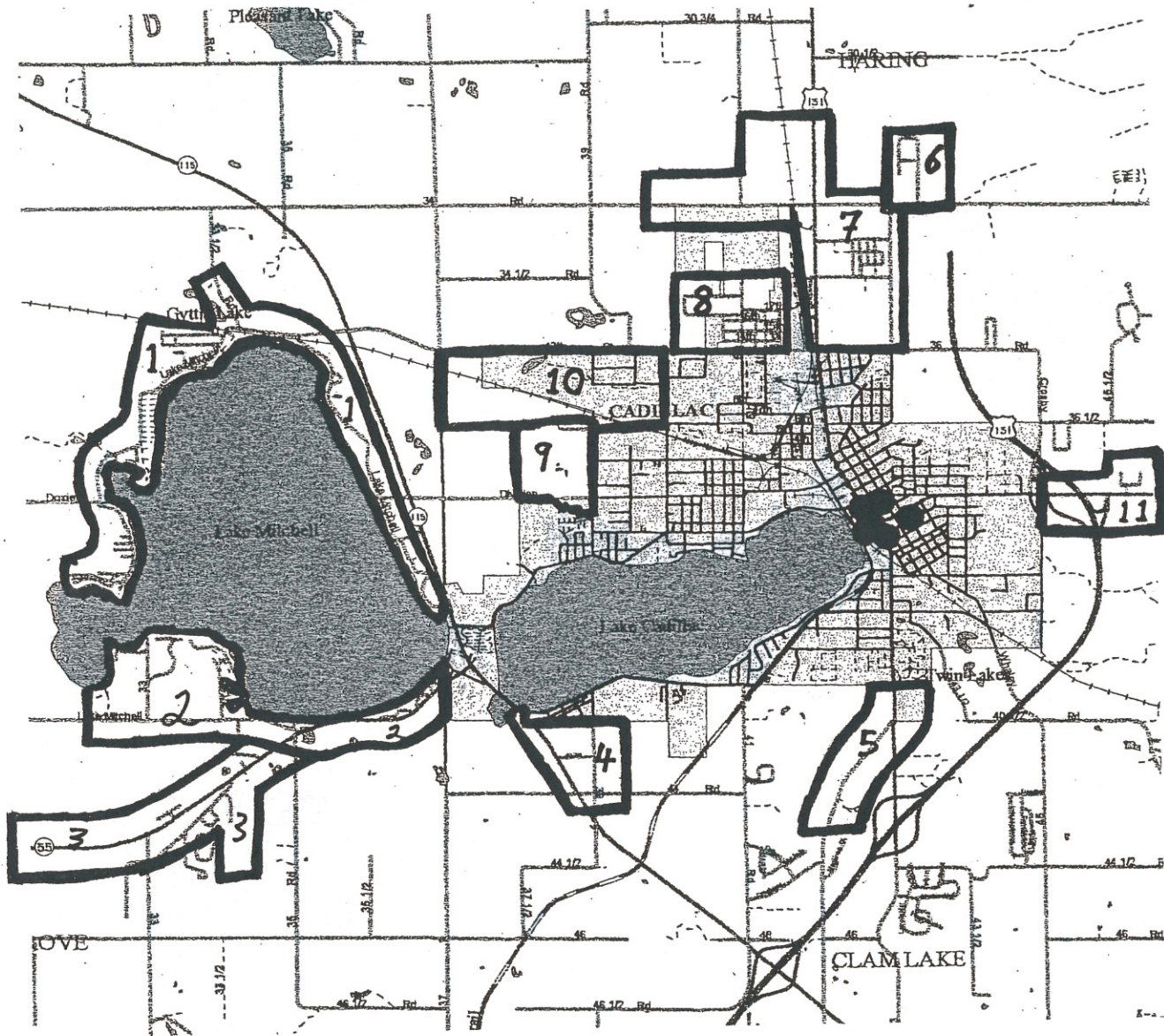
Areas Served By Municipal Water

SOURCE: Digitized in Wexford County Geographic Information System (GIS) by Mike Green based on primary source material from the Wexford County Department of Public Works.



2 0 2 4 Miles

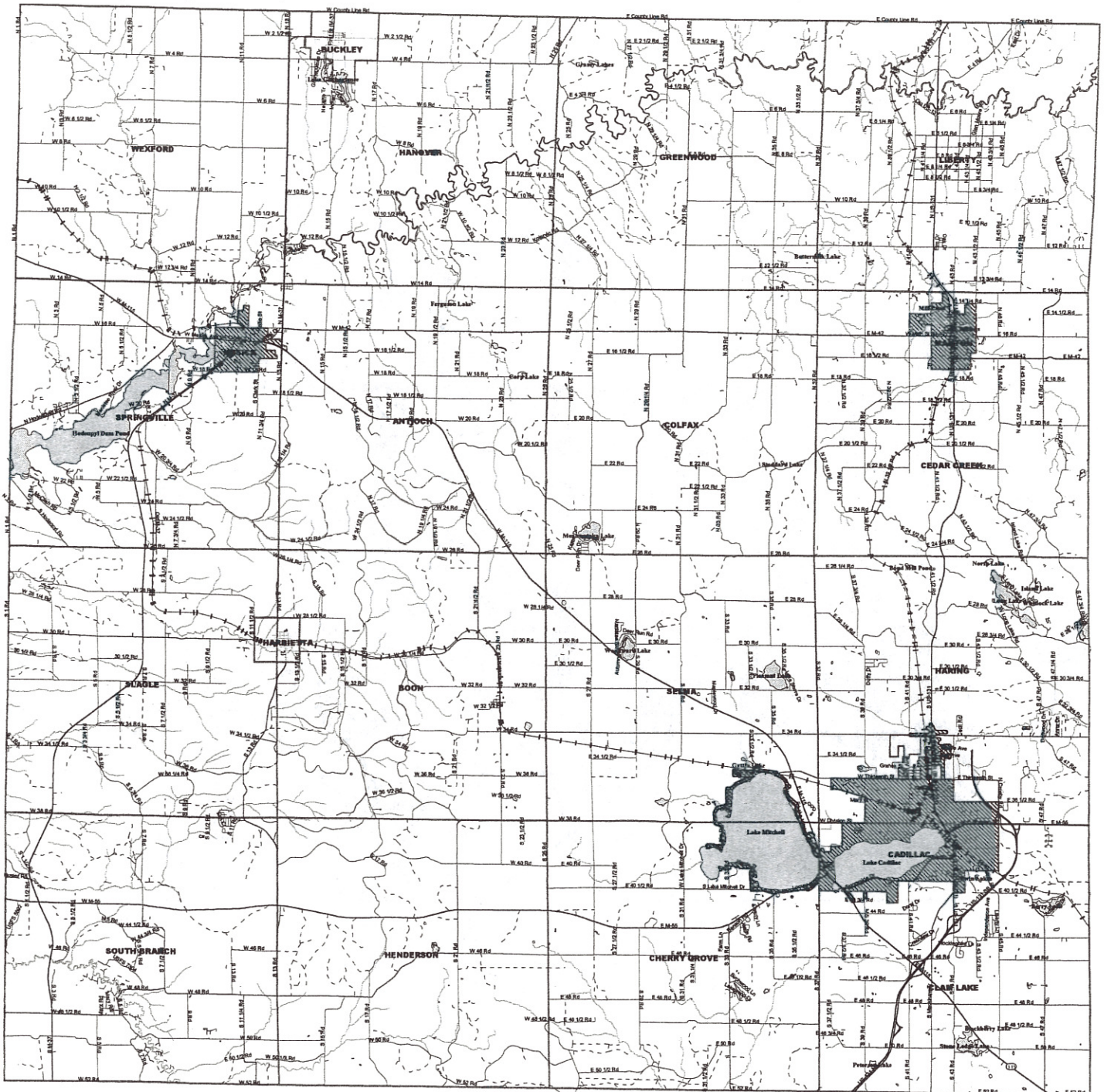
These maps are not meant to depict exact service areas.
For more detailed information, please contact the municipality.



MICHIGAN STATE
UNIVERSITY
EXTENSION

Cadillac Area
Sewer Service Districts
from 1975 *Facilities Plan*





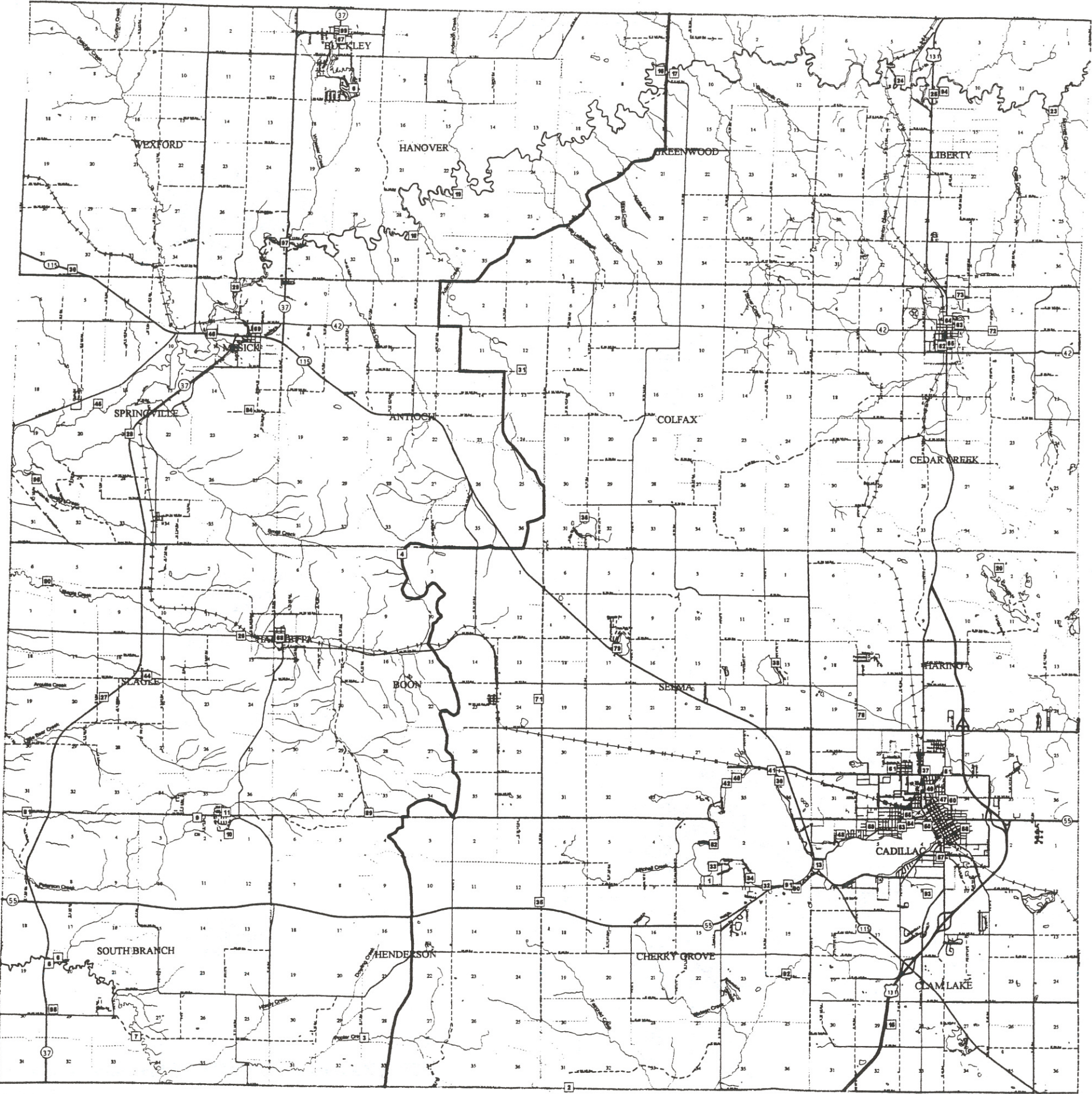
Areas Served By Municipal Sewer

SOURCE: Digitized in Wexford County Geographic Information System (GIS) by Mike Green based on primary source material from the Wexford County Department of Public Works.



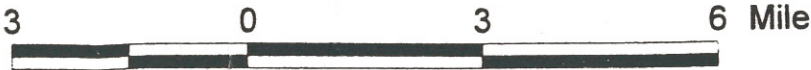
2 0 2 4 Miles

These maps are not meant to depict exact service areas.
For more detailed information, please contact the municipality.



Wexford County
Outdoor Recreational Facilities

- Transportation Network
- All Season Route
 - Paved-Seasonal Restrictions
 - Gravel Roads
 - Seasonal Roads

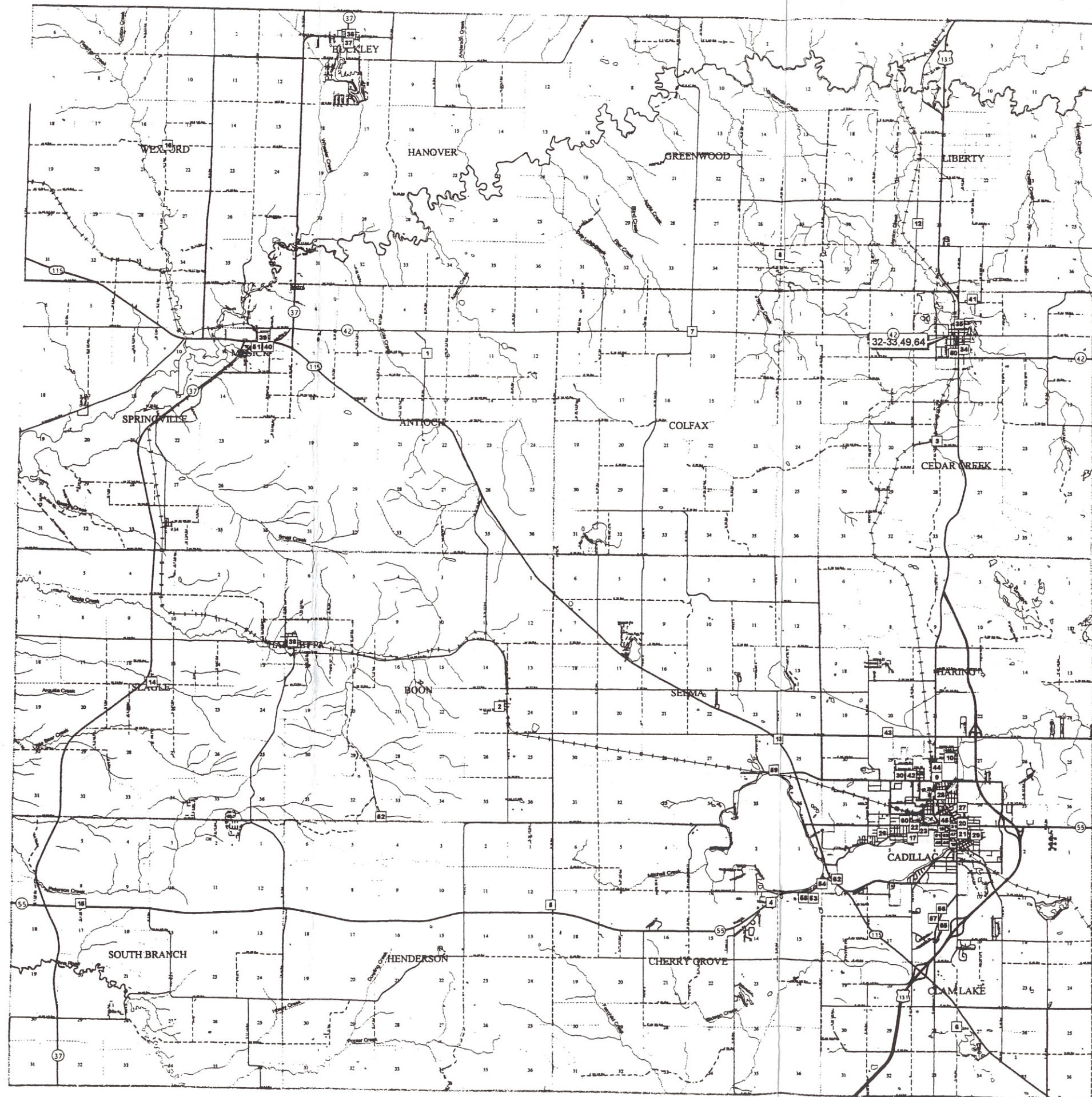


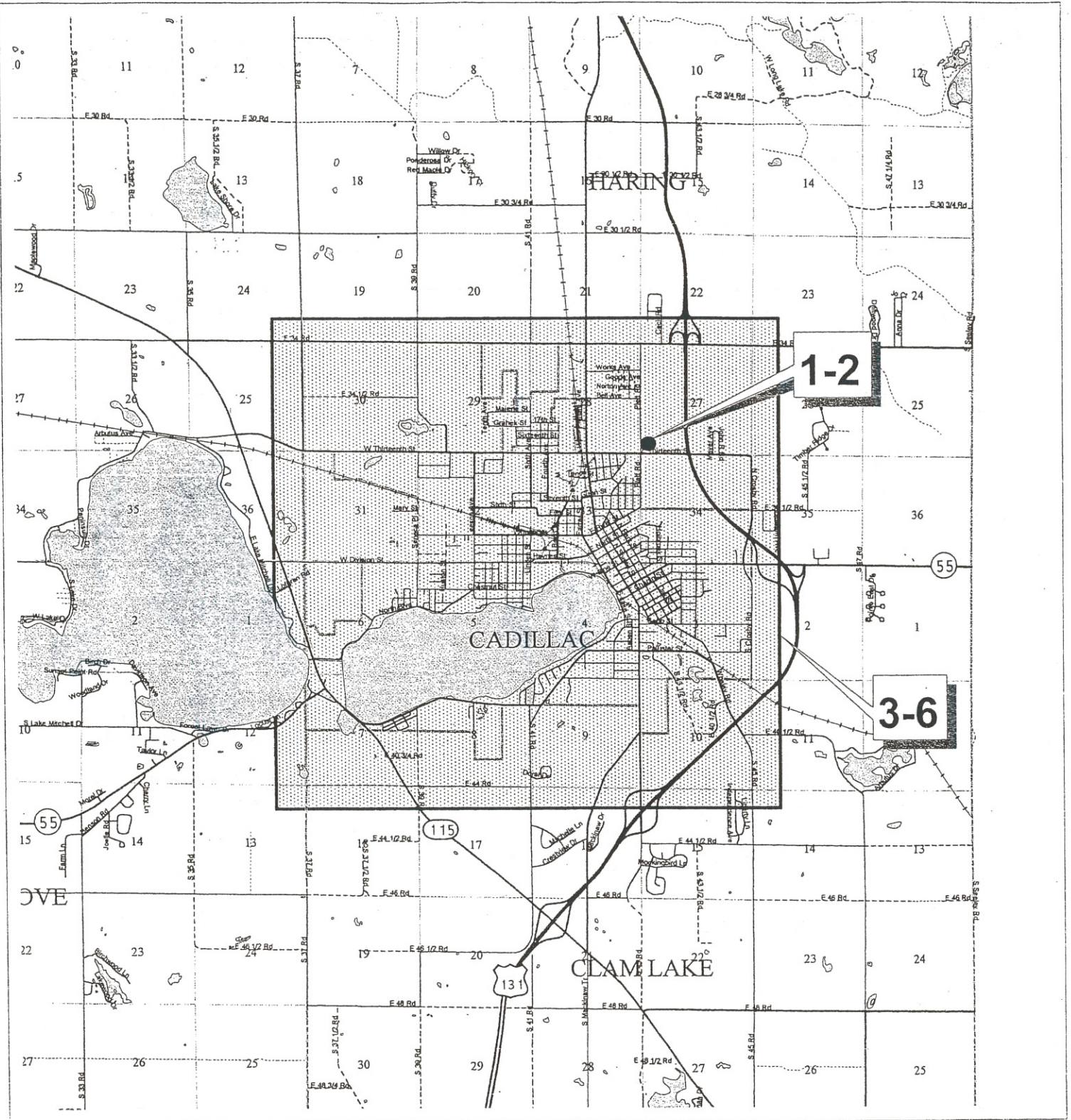


Wexford County Indoor Recreational Facilities

Transportation Network
 All Season Route
 Paved-Seasonal Restrictions
 Gravel Roads
 Seasonal Roads

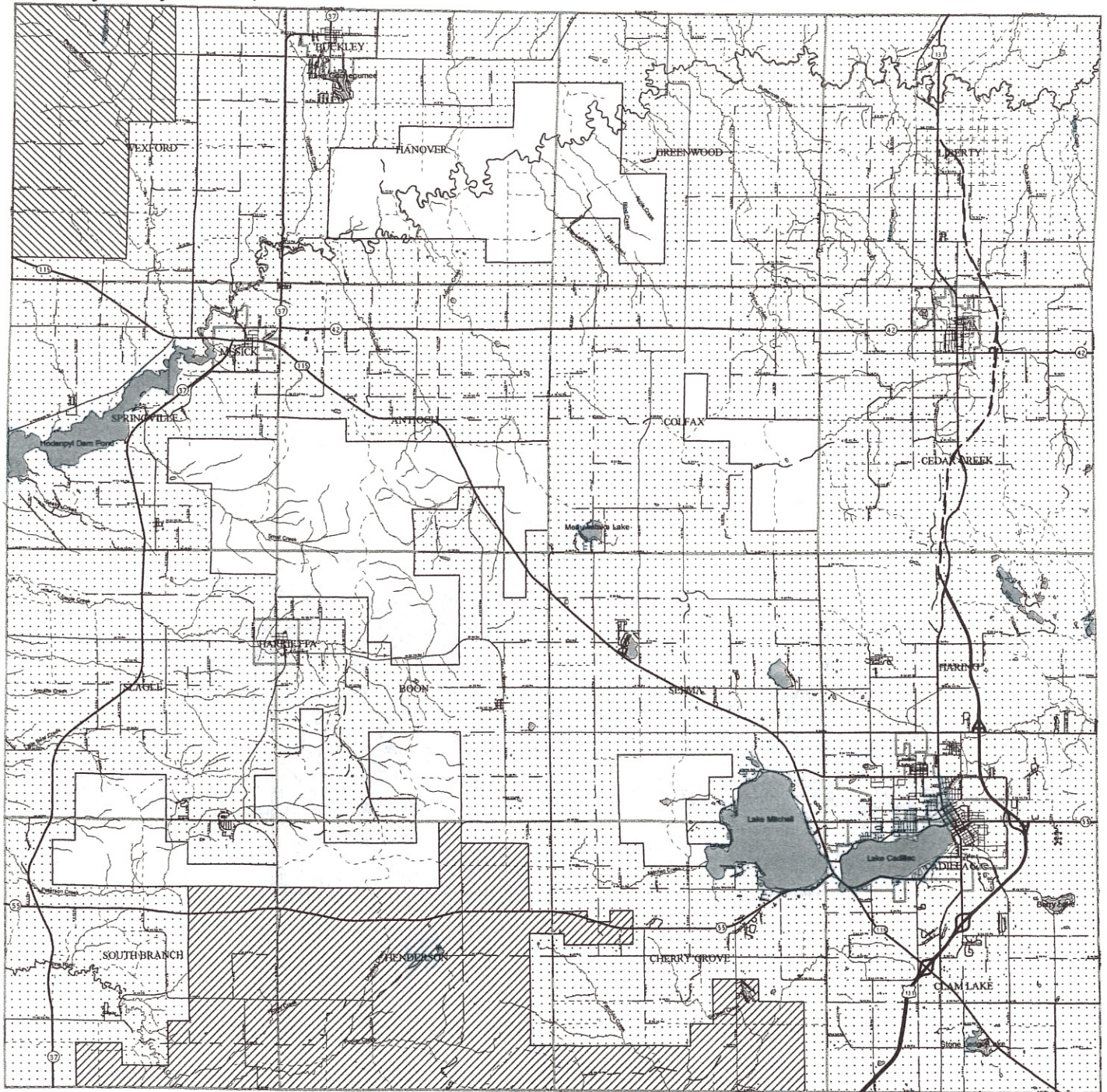
SOURCE: Digitized by Mike Green, Wexford County Planning Department for the 2002-2007 Wexford County Recreation Plan.








RECREATION ACTION
PLAN MAP

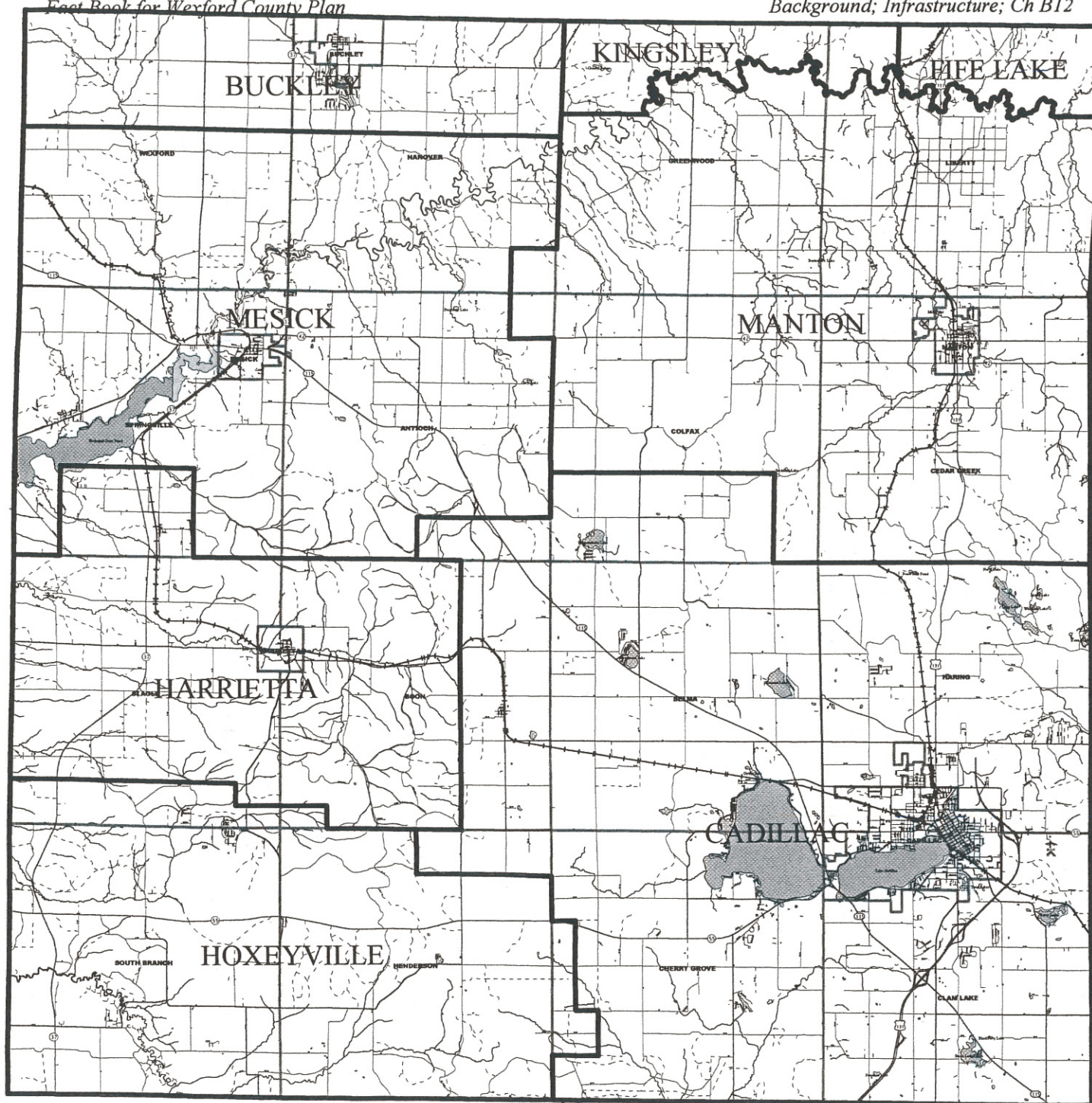




Electric Utilities

- Electric Utilities
-  Cherryland Electric Co-op
 -  Consumers Energy
 -  Great Lakes Energy
 -  Not Served





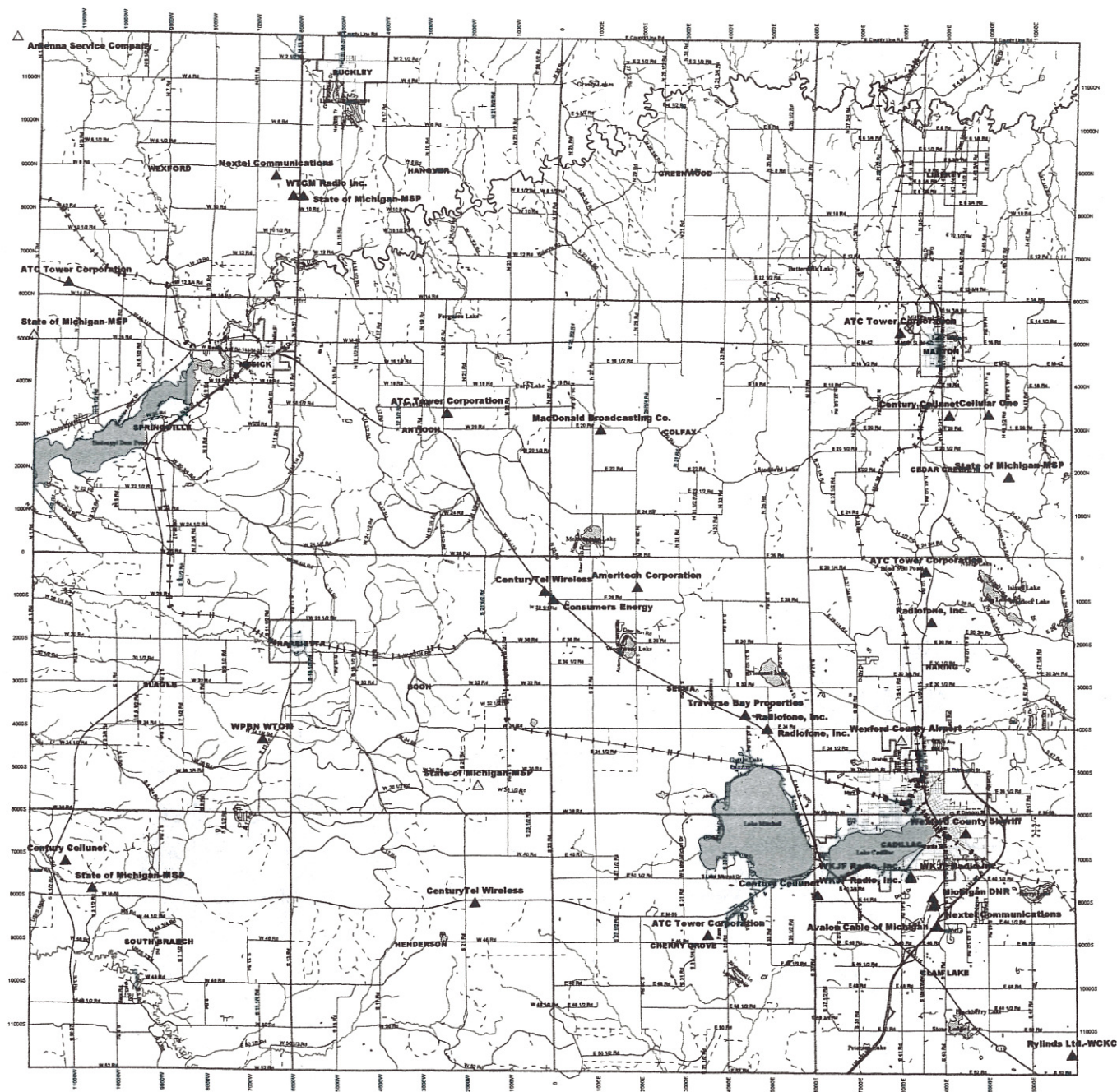
Local Phone Exchanges

Highways

- State Highway
- County Primary
- County Local
- City Major
- City Minor
- Not Act 51 Certified
- Railroads
- Phone Exchanges

SOURCE: Digitized by Land Information Access Association, Traverse City, c1990s, as part of the process to create a touch screen "Land Information System" and now part of the Wexford County Geographic Information System (GIS).





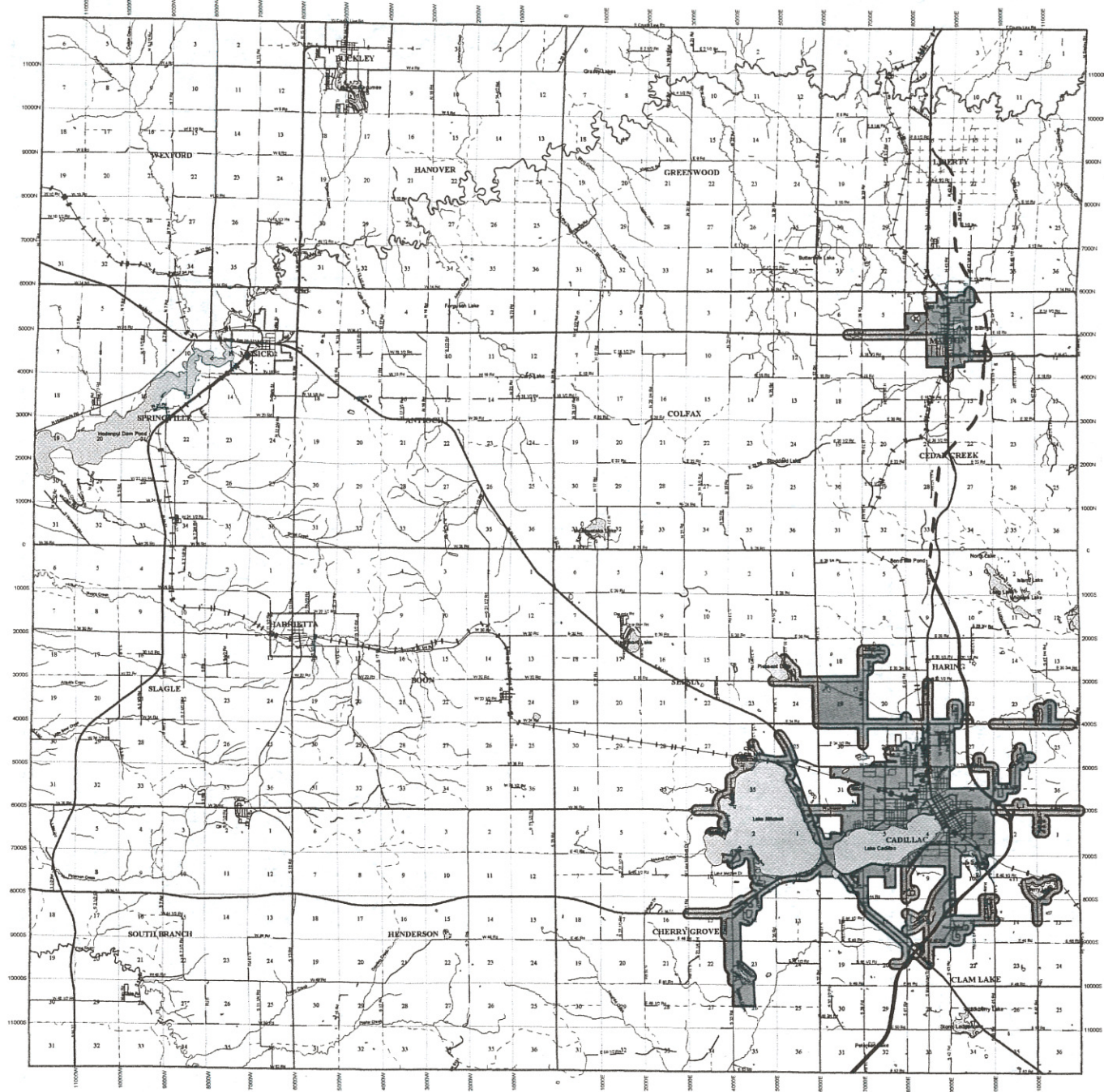
- Towers**
- ▲ CONSTRUCTED
 - △ GRANTED
- Transportation**
- ══ State Highway
 - ══ County Primary
 - ══ County Local
 - ══ City Major
 - ══ City Minor
 - ══ Not Act 51 Certified
 - ══ Railroads



Communication Towers

SOURCE: Digitized by in Wexford County Geographic Information System (GIS) by Mike Green and the Michigan Information Center of the Michigan Department of Management and Budget for the Bureau of Aeronautics, Michigan Department of Transportation.

2 0 2 4 Miles

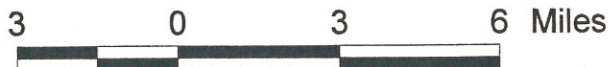


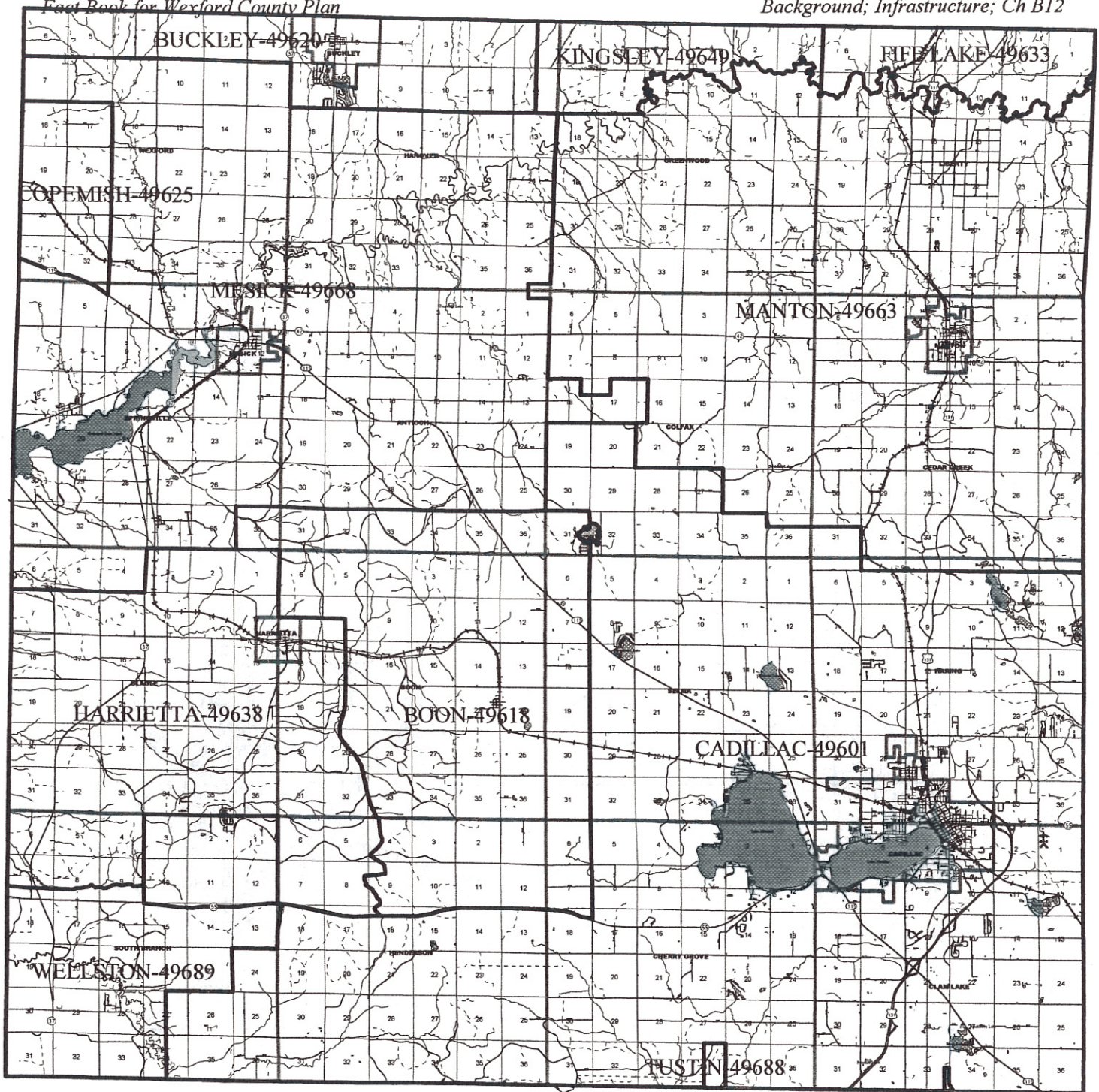
- Transportation
- State Trunkline-Limited Access
 - State Trunkline
 - County Primary-All Season
 - County Primary
 - County Local-Paved
 - County Local-Gravel
 - County Local-Seasonal
 - City or Village Major
 - City or Village Minor
 - Under Construction
 - Natural Gas Service



Areas Served by Natural Gas

SOURCE: Digitized by Mike Green, Wexford County Planning Department using materials provided by Michigan Consolidated Gas Company. Shaded areas represent approximate area where natural gas service is available – areas within 600 feet of existing gas distribution lines.





Local Zip Codes

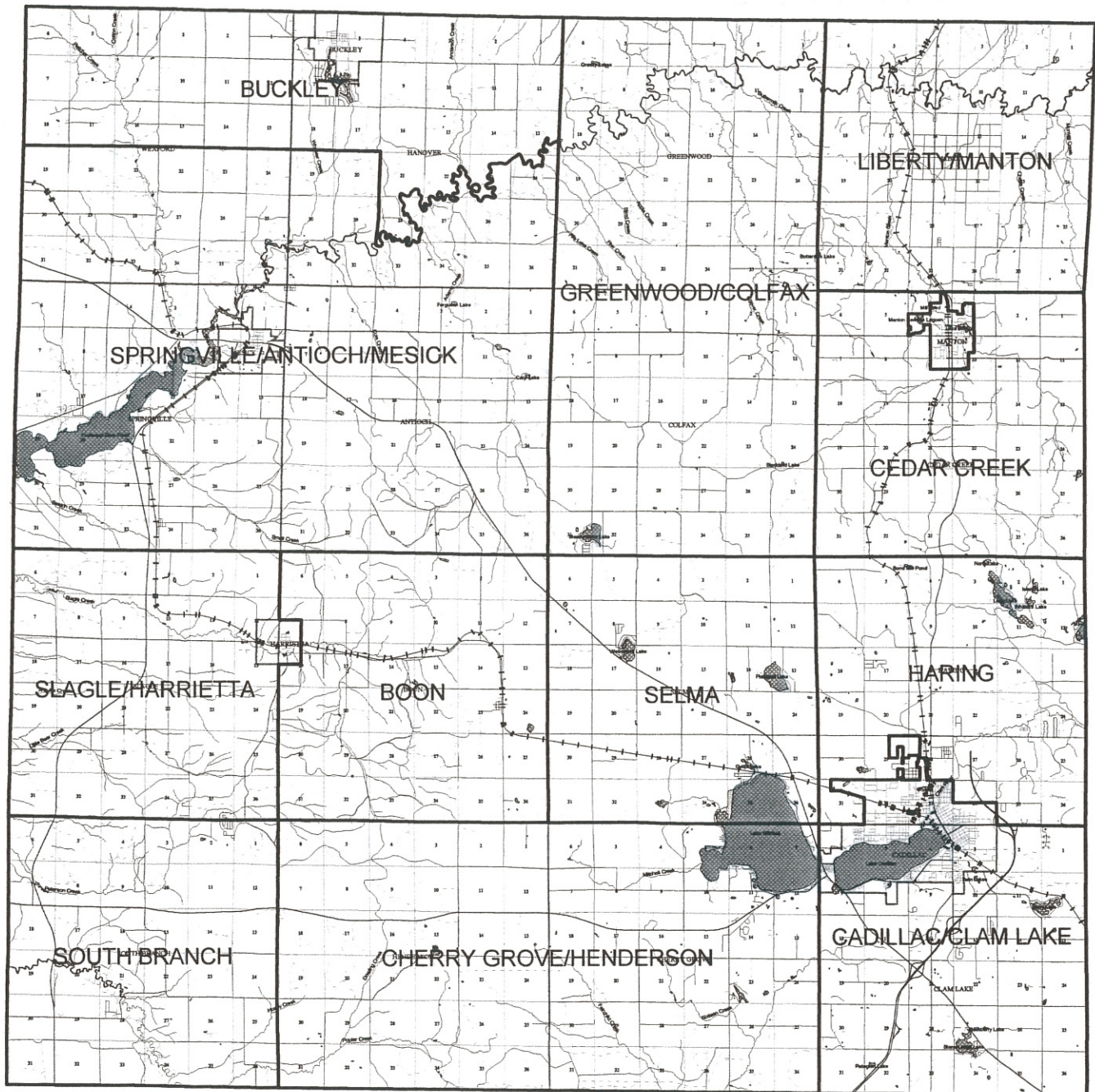
Highways

- State Highway
- County Primary
- County Local
- City Major
- City Minor
- Not Act 51 Certified
- Railroads
- Post Offices

SOURCE: Digitized by Land Information Access Association, Traverse City, c1990s, as part of the process to create a touch screen "Land Information System" and now part of the Wexford County Geographic Information System (GIS).



2 0 2 4 Miles

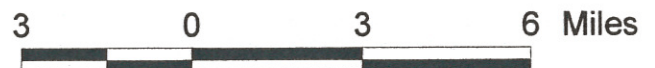


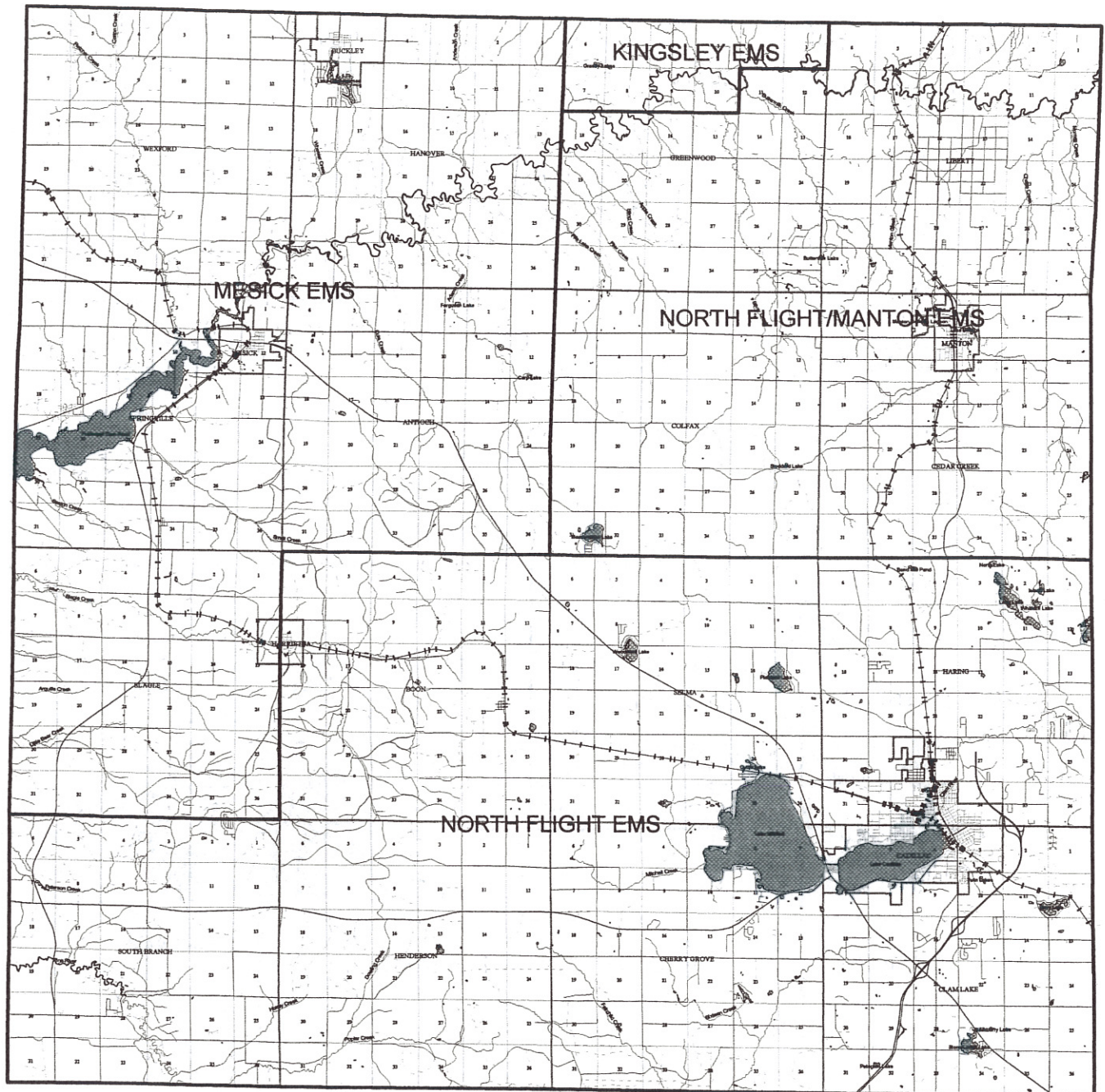
Fire Districts

- Transportation
- State Trunkline
 - County Primary
 - County Local
 - City or Village Major
 - City or Village Minor
 - Not Act 51 Certified



SOURCE: Digitized in Wexford County Geographic Information System (GIS) by Mike Green based on primary source material from the Wexford County E9-1-1 Dispatch.





EMS Districts

- Transportation
- State Trunkline
 - County Primary
 - County Local
 - City or Village Major
 - City or Village Minor
 - Not Act 51 Certified



SOURCE: Digitized in Wexford County Geographic Information System (GIS) by Mike Green based on primary source material from the Wexford County E9-1-1 Dispatch.

3 0 3 6 Miles