

Chapter B8: Population

POPULATION trends in Michigan are, to some extent, mirrored in Wexford County. In the past ten years, the United States' population grew 13.2%, Michigan's population grew 6.9%, and Wexford County grew at a rate of 15.6%. In the 1970-1980 decade Michigan's population has grown by three percent. From 1980-1990 Michigan grew only 0.4 percent. Growth from migration (people moving into, or out of, Michigan from, or to, other states has been negative. With the exception of the early 1990's more people have moved out of Michigan than have moved into Michigan.

But during this same time period, Michigan has seen a 30 percent increase in urbanized land. Michigan is projected to grow by 1.1 million people from 2000 to 2020. Those next 1.1 million people will use as much land as the first 9.2 million people have urbanized. This is because there are fewer people per household, and the size of a parcel for a household has increased. There are a number of reasons for this:

- The percentage of married households has dramatically dropped due, mainly, to divorce. In 1972 the households with married couples was 72 percent. In 1990 that dropped to 55 percent. When a couple gets a divorce, a family which used to occupy one house now occupies two houses. The number of houses increases, while the number of people does not.
- The average size of families continues to decrease. Couples with children have fewer children than before.
- There are fewer households with children. Young (20

to 30 year olds) are getting married later in life, and are having children later, or are not having children.

- Senior Citizens are living longer and are healthier, thus able to live independently in a home for longer periods.

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

In this same period, some parts of Michigan have grown (northwest Michigan, Grand Rapids area, northern Detroit suburbs area). This growth came at the expense of other parts of the state which lost population (western Upper Peninsula, the thumb area, Detroit, and other inner cities). Wexford County has been in a part of the state which has seen moderate population growth. In addition to construction of housing to accommodate that growth, Wexford also sees construction of seasonal or second, homes. Michigan has one of the highest rates of seasonal home ownership of all the states in the nation.

Recent and 2000 Census data for Wexford County is presented here. Historic population numbers are found on page 63. Other census material which may be germane to land use is found on page 383, Appendix C6.

2000 Census Data Advance Final Counts

Political Subdivision	1940 Pop.	1950 Pop.	1960 Pop.	1970 Pop.	1980 Pop.	1990 Pop.	2000 Pop.	% Pop. Change 1990-2000
Wexford County (83)	17,936	18,628	18,475	19,717	25,102	26,367	30,484	15.61%
Antioch Twp.	462	448	373	395	618	671	810	20.72%
Boon Twp.	637	475	410	457	500	562	670	19.22%
Harrietta Village	208	152	119	132	139	157	169	7.64%
Cadillac City	9,855	10,425	10,112	9,990	10,199	10,104	10,000	-1.03%
Cedar Creek Twp.	498	455	534	692	1,010	1,013	1,489	46.99%
Cherry Grove Twp.	382	583	695	835	1,517	1,763	2,328	32.05%
Clam Lake Twp.	750	792	1,017	1,084	1,658	1,739	2,238	28.69%
Colfax Twp.	511	459	398	374	602	556	763	37.23%
Greenwood Twp.	254	205	162	155	297	372	542	45.70%
Hanover Twp.	337	323	351	373	665	826	1,200	45.28%
Buckley Village	217	194	247	244	357	402	550	36.82%
Haring Charter Twp.	629	935	1,059	1,387	2,523	2,501	2,962	18.43%
Henderson Twp.	110	99	107	120	140	169	176	4.14%
Liberty Twp.	285	320	272	334	542	641	800	24.80%
Manton City	1,006	1,085	1,050	1,107	1,212	1,161	1,221	5.17%
Selma Twp.	468	542	598	749	1,289	1,607	1,915	19.17%
Slagle Twp.	315	254	202	286	406	470	569	21.06%
South Branch Twp.	238	173	187	210	276	306	330	7.84%
Springville Twp.	693	673	636	799	1,191	1,339	1,673	24.94%
Mesick Village	327	359	304	376	374	406	447	10.10%
Wexford Twp.	506	382	312	370	457	567	798	40.74%

Village data is included in township data (when adding columns do not add in village lines). (Source: 2000 U.S. Census)

Most of the new people moving to Wexford County from urban areas are from southern Michigan cities.¹⁵³ This trend is further documented in the *Michigan Trend Future* reports as part of an urban to rural movement of people rather than a state population growth.

Reasons for moving to rural areas fall into three main categories: employment, retirement, or getting away from the city. No one reason totally explains why people move to rural or small town areas. Other reasons include desire to be closer to one's family, as a result of marriage or marital dissolution, seeking larger housing or less expensive housing, leaving school or the armed forces or a desire for a change of climate. Most of these reasons are secondary, or relatively few people move based on them. The major reasons for moving to Wexford County seems to be employment, retirement or escaping from large cities.

The Bureau of Census estimates 40 to 50 percent of people/families moving to nonmetro areas do so for job related reasons. The percentage is higher for people moving to rural counties which are not next to metropolitan counties,

such as Wexford. Further, most of the people moving to Wexford County had a job in the city which they left. The move to Wexford was in response to a job offer.

Demographers feel that traditional rural growth, if occurring at all, has been due to retirement and recreational opportunities. This seems to have been the case for Wexford County (See seasonal population tables). However, in the past (1970-1990) the national trend for rural areas to lose population and urban areas to grow has reversed. Cities now lose people and rural areas are gaining. This is definitely true in Michigan. Northwest Michigan, in particular, has experienced population growth. Wexford County has shared in that growth from 1970-1980. The national recession in the early 1980s slowed that growth for Wexford County. From 1987 to 2000 strong population growth occurred again in Wexford County.

The traditional increase in retirees and recreation-oriented residents contributes to an increase in available jobs.

Data tends to verify this experience in Wexford County. The increased numbers of jobs in Wexford is in all economic sectors. Job growth seems to be in sectors of the economy which are service, retail, tourist, real estate, and financial oriented. The Wexford-Missaukee Labor Market Area had the second largest percentage (13.2%) of new job

¹⁵³ This discussion on population is based on several sources of information: A special demographic analysis, Migration to Nonmetropolitan Areas done by the Bureau of the Census; Wexford County Building Department data for the years 1978-1980, Jan. 2, 1981; 1980 and 1990 U.S. Bureau of the Census Advance Final Counts for Wexford County; Michigan Employment Security Commission labor force estimates.

growth compared to surrounding counties¹⁵⁴ during 1985-1995.

Over the past ten years, the county has had an increase in the number of people employed. An additional 4,883 people work in Wexford in 1999 than did in 1990, a 31% percent increase. See the table on "Annual Employment Averages," on page 236.

One can generalize, then, people moving to Wexford County have come for employment related reasons.

The other major reason for moving to rural areas is a person's desire to get away from the city. It is important to note, the reason is expressed as a desire to get away from a city; NOT a desire to live in a rural setting. This motivation for moving creates problems which townships and county government have already experienced. People build in ignorance --or defiance-- of local zoning, without knowledge of proper soil protection practices, septic tank needs, greenbelt and other projections for water bodies. Several scars exist in Wexford County resulting from this type of indiscriminate home development. Also, urban citizens are not prepared and do not allow for limitations of rural government. People want the Sheriff's deputy at their door step within five minutes of their call. The same expectation exists for fire trucks and ambulance service. People build on a two track, and want the road paved, become annoyed at the distance they must travel to school, a store, to entertainment often over what they feel are bad roads. There is no homeowner preparation for self-help in the case of a blizzard, tornado, fire or injury.

The city-escapist further complicates life in Wexford County as their presence turns into land use conflicts between residential uses and farm operations or timber operations. Homeowners complain about farm dust, spraying, animal and tractor noise, and about unsightly timber harvest operations, noise and dust associated with that activity. Farmers complain about city dogs killing their livestock, refuse, litter, vandalism and theft. Loggers complain about buffers they must have for adjacent homes, theft, vandalism, reduced land available for timber harvesting and so on. Problems and conflicts such as these need -- as one alternative -- strong zoning oriented toward agricultural and timber preservation while providing other areas for rural residential growth.

The third set of people contributing to Wexford's population growth are retirees. As indicated earlier, this has been the traditional group of immigrants contributing to Wexford County's population. One can generalize by concluding retired individuals will move into resort areas of the county. A typical history of resort areas in Wexford County starts with the construction of cottages or summer homes. After summer residents' families grow, and the adults retire, the summer homes become a retirement home with year-round occupancy and participation in local affairs.

Future growth in Wexford County is expected to continue. Experience has shown us that the 1974-75 oil embargo did not slow down the movement of population from urban to rural areas. Higher gasoline costs in recent years have also failed to slow down the population shift according to Michigan Department of Management and Budget demographers. In fact, the shift from urban to rural increased as the 1970's drew to a close. However, a general economic decline, impacting more than just the auto industry and energy costs, has had an impact on Wexford County's population, and slowed that growth in the early 1980s.

Population Distribution

Population in Wexford County tends to concentrate around (1) Cadillac/Lakes Mitchell and Cadillac area, and (2) Manton. The population density map on page 199 illustrates the distribution of people within Wexford County. For the most part, a similar map to show the distribution of housing units should mirror population distribution. In Wexford County, the two are not the same. Housing tends to concentrate around Cadillac/Lakes Mitchell and Cadillac area, Manton, and Mesick/Buckley area and a corridor along M-37 to include Caberfae and Hoxeyville. A housing density map on page 200 illustrates the distribution of housing units in Wexford County. The difference might be explained by the existence of seasonal homes. See also a Projected Resort Population map on page 202.

Population Estimates

The United States census is done once every 10 years, on April 1 of years ending in zero (0). That is usually the only time an actual count of people is done. For more recent population data, estimates are prepared by various agencies. Those estimates are presented here:

¹⁵⁴ Benzie (7.6%), Grand Traverse (10.5%), Lake, Mason (9.3%) and Manistee (16.2%) Counties.

Table of Population Estimates

	1990 Census	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000 Census
M.D.M.&B. ¹⁵⁵	26,962							29,147			
U.S. Census ¹⁵⁶	26,360	26,683	27,061	27,587	28,111	28,542	28,720	29,152	29,118	29,560	30,484
<i>Cadillac News</i> ¹⁵⁷								28,383			
Langworthy LeBlanc ¹⁵⁸										29,346	

The 2000 U.S. Census shows Wexford County grew by 4,124 people from 1990 to 2000. Based on pre-2000 Census estimates, Wexford County grew by 3,200 people (12.1%) from 1990 to 1999. That growth is broken down as 1,099 natural increase (3,590 births and 2,491 deaths), and net migration of 2,180 (51 from other counties and 2,129 from other parts of the United States).

Compared to neighboring counties, Wexford's growth rate of 4,124 (15.6%) is similar to neighboring counties: Lake County grew by 2,750 (32.0%), Grand Traverse by 13,381 (20.8%), Missaukee 2,331 (19.2%), Manistee 3,262 (15.3%), and Osceola 3,051 (15.1%).

The five projections was done separately for the county's 16 townships and two cities. (Village populations are included in the respective township.) Then the results were added up to provide a collective projection for Wexford County.

The projections presented here are based on decennial census data from past years presented on page 188. (Historic population numbers are found on page 63 and other census material which may be germane to land use is found on page 383, Appendix C6.)

Future Population Projections

The following projections are based on five mathematical model projection systems; 1 linear (direct), 2 linear (regression), 3 exponential (direct), 4 exponential (regression) and 5 modified exponential with a 50,000 upper limit. Before 2000 census results were known, the models were used to project population for each township and city in the county, based on historic population trends for years 1960-1990 to project the 2000 population. After 2000 census data was published, the one of the five models which was closest to being correct was identified for each township and city. Then each of these models used historic population trends from the years 1960-2000 to project the future. Results are reported as the highest and lowest result from the five models, and the selected one as the most "probable." These projections are based on a continuation of the status quo. These projections do not take into account the effect of major changes in the county's economy, major disaster, war, nuclear holocaust, famine, national or state economic depression or boom and so on.

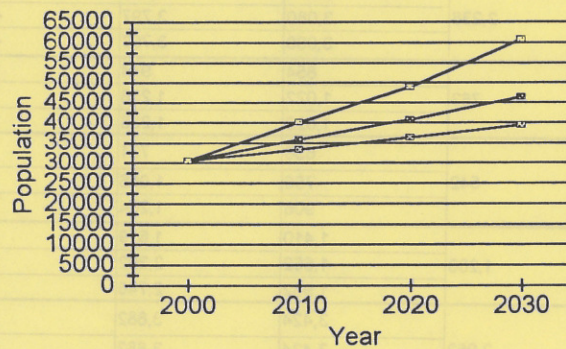
¹⁵⁵Michigan Department of Management and Budget, Office of State Demographer

¹⁵⁶U.S. Bureau of the Census, Population Estimates Program

¹⁵⁷"Haring Township experiences retail, residential booms;" *Cadillac News*; March 22, 2000; page B4 (no source cited). Also estimated for 1997 were Cadillac, 10,103; Cedar Creek, 1,137; Cherry Grove, 2,450; Haring 2,923.

¹⁵⁸Langworthy LeBlanc, "Demographic Profile," working paper data sheets for *City of Cadillac Master Plan Update*; 1999.

Population Projections Wexford County



The projections represent the lowest and highest mathematical model result and the most probable of the five results.

Table of Population Projections
by MSU Extension, Wexford County

Municipality	2000 Census	2010 projection	2020 projection	2030 projection	Percent change 2000-2010	
Wexford County	30,484	33,427	36,362	39,285	9.65%	low
		35,844	40,677	46,385	17.58%	probable
		40,128	48,982	60,659	31.64%	high
Antioch Township	810	919	1,027	1,135	13.46%	low
		974	1,083	1,192	20.25%	probable
		1,110	1,364	1,676	37.04%	high
Boon Township	670	735	799	864	9.70%	low
		808	914	1,034	20.60%	probable
		808	914	1,034	20.60%	high
Cadillac City	10,000	9,958	9,930	9,902	-0.42%	low
		9,973	9,946	9,920	-0.27%	probable
		9,973	9,946	9,920	-0.27%	high
Cedar Creek Township	1,489	1,725	1,959	2,192	15.85%	low
		2,245	2,934	3,835	50.77%	probable
		2,245	2,934	3,835	50.77%	high
Cherry Grove Township	2,328	2,727	3,123	3,516	17.14%	low
		2,940	3,349	3,757	26.29%	probable
		3,802	5,229	7,191	63.32%	high
Clam Lake Township	2,238	2,538	2,836	3,132	13.40%	low
		3,080	3,797	4,681	37.62%	probable
		3,080	3,797	4,681	37.62%	high
Colfax Township	763	854	944	1,035	11.93%	low
		1,022	1,238	1,499	33.94%	probable
		1,022	1,238	1,499	33.94%	high
Greenwood Township	542	636	731	825	17.34%	low
		756	1,056	1,473	39.48%	probable
		906	1,264	1,765	67.16%	high
Hanover Township	1,200	1,410	1,619	1,827	17.50%	low
		1,662	2,302	3,189	38.50%	probable
		1,982	2,746	3,803	65.17%	high
Haring Charter Township	2,962	3,424	3,882	4,335	15.60%	low
		3,424	3,882	4,335	15.60%	probable
		4,568	6,058	8,033	54.22%	high
Henderson Township	176	193	210	228	9.66%	low
		193	211	228	9.66%	probable
		213	242	274	21.02%	high
Liberty Township	800	931	1,062	1,192	16.38%	low
		998	1,130	1,262	24.75%	probable
		1,225	1,618	2,136	53.12%	high
Manton City	1,221	1,264	1,306	1,349	3.52%	low
		1,295	1,346	1,399	6.06%	probable
		1,295	1,346	1,399	6.06%	high
Selma Township	1,915	2,239	2,560	2,879	16.92%	low
		2,239	2,560	2,879	16.92%	probable
		3,048	4,124	5,580	59.16%	high
Slagle Township	569	660	751	842	15.99%	low
		661	753	844	16.17%	probable
		852	1,108	1,441	49.74%	high
South Branch Township	330	366	401	437	10.91%	low
		366	402	437	10.91%	probable
		411	475	550	24.55%	high
Springville Township	1,673	1,929	2,183	2,436	15.30%	low
		2,062	2,321	2,580	23.25%	probable
		2,442	3,126	4,001	45.97%	high
Wexford Township	798	919	1,039	1,159	15.16%	low
		1,146	1,453	1,841	43.61%	probable
		1,146	1,453	1,841	43.61%	high

This represents a high of about a 31 $\frac{2}{3}$ percent population growth (projecting based on decennial census population counts) to a low of 9 $\frac{2}{3}$ percent growth from 2000 to 2010. The probable rate is 17 $\frac{1}{2}$ percent population growth.

predictions can be made concerning the land use demands necessary to accommodate the anticipated growth. These predictions are based on a planners "Rule of thumb" developed by Michigan State University. Based on this the following can be estimated:

Impact of Growth

Using the above population projections certain

2000). The calculations to estimate seasonal population is presented on page 301. These projections are made for Wexford County is a part of the Northwest Michigan Council of Governments (a regional planning and development district). The other counties realizing the importance of seasonal population jointly contracted to do a detailed

Wexford County also experiences a major influence from seasonal residents. There is an estimated annual average 37 $\frac{2}{3}$ additional people in Wexford County (34,846 in 1990, 37,928 in 2000 total annual average people in the county) in Wexford County. In summer this can peak (at full capacity) at an additional 81 $\frac{2}{3}$ (49,617 in 1990, 52,769 in

"Rule of Thumb" Impact of Population Growth on Development ¹⁵⁹

Year	2010	2020	2030
Projected Population	35,844	40,677	46,385
Low Range	33,427	36,362	39,285
High Range	40,128	48,982	60,659
Will Have:			
Estimated New Population	5,360	10,193	15,901
Low Range: New Population	2,943	5,878	8,801
High Range: New Population	9,644	18,498	30,175
Estimated New Families	1,340	2,548	3,975
Low Range: New Families	677	1,352	2,024
High Range: New Families	2,604	4,994	8,147
Estimated New Preschoolers	482	917	1,431
Low Range: New Preschoolers	235	470	704
High Range: New Preschoolers	964	1,850	3,018
Estimated K-12 School Children	1,447	2,752	4,293
Low Range: K-12 Children	677	1,352	2,024
High Range: K-12 Children	2,990	5,734	9,354
Estimated New Adults	3,430	6,524	10,177
Low Range: Adults	1,736	3,468	5,193
High Range: Adults	6,654	12,764	20,821
Will Need:			
Acres of Residential Land	402.0	764.5	1,192.6
Low Range: Acres of Residential	176.6	352.7	528.1
High Range: Acres of Residential	868.0	1,664.8	2,715.8
New Miles of Streets/roads	11.8	22.4	34.9
Low Range: Miles New Road	5.5	11.1	16.5
High Range: Miles New Road	24.2	46.4	75.6
New Public Lands	107.2	203.9	318.0
Low Range: New Public Lands	58.9	117.6	176.0
High Range: New Public Lands	192.9	370.0	603.5
New Service Establishment Acres	16.1	30.6	47.7
Low Range: Service Est. Acres	8.8	17.6	26.4
High Range: Service Est. Acres	28.9	55.5	90.5
New Retail Businesses Acres	10.7	20.4	31.8
Low Range: Retail Business Acres	5.9	11.8	17.6
High Range: Retail Business Acres	19.3	37.0	60.4

Wexford County also experiences a major influence from seasonal residents. There is an estimated annual average 27% additional people in Wexford County (34,846 in 1990; 37,998 in 2000 total annual average people in the county) in Wexford County. In summer this can peak (at full capacity) at an additional 81% (49,617 in 1990, 52,769 in

2000). The calculations to estimate seasonal population is presented on page 201. These projections are crude. Wexford County is a part of the Northwest Michigan Council of Governments (a regional planning and development district). The other counties, realizing the importance of seasonal population, jointly contracted to do a detailed

¹⁵⁹ Moffat, Geoffrey V. and Robert B. Hotaling; *Michigan Townships Planning and Zoning Handbook*, Institute for Community Development, Lifelong Education Programs, Michigan State University; 1980; page 60.

analysis of seasonal population broken down by county and by month. Wexford County did not participate.

On page 202 is a Projected Resort Population map. This map is based on the average number of people per housing unit in a Census block. Wexford has an average of 2.5 people per household. In areas of the county where the average number of people per household is considerably less, this can be an indicator of vacant, thus seasonal, housing. Thus this map can be used as a general indicator where seasonal homes are located. (The flaw in using this map in this way is that it may also be indicating where small households are found: senior citizens living alone or as a

couple, divorced individuals where the children live with the other parent.) Resort homes tend to be around Lake Mitchell, along the Big Manistee River, Caberfae, Hoxeyville, in private inholdings within the national and State Forests.

Using the above population projections and factoring in seasonal populations the predications can be modified concerning the land use demands necessary to accommodate the anticipated growth with seasonal and tourist demands. These predictions are also based on the planners "Rule of thumb" developed by Michigan State University. Based on this the following can be estimated:

"Rule of Thumb" Impact, Including Seasonal Population Growth, on Development¹⁶⁰

	Year	2010	2020	2030
Projected Perm. & Seasonal Population		45,522	51,660	58,909
Low Range		42,452	46,180	49,892
High Range		50,963	62,207	77,037
Will Have:				
Estimated New Population		6,807	12,945	20,194
Low Range: New Population		3,738	7,465	11,177
High Range: New Population		12,248	23,492	38,322
Estimated New Families		1,702	3,236	5,049
Low Range: New Families		860	1,717	2,571
High Range: New Families		3,307	6,343	10,347
Estimated New Adults		4,357	8,285	12,924
Low Range: Adults		2,205	4,404	6,595
High Range: Adults		8,451	16,210	26,442
Will Need:				
Acres of Residential Land		510.0	970.9	1,514.6
Low Range: Acres of Residential		224.3	447.9	670.6
High Range: Acres of Residential		1,102.3	2,114.3	3,449.0
New Miles of Streets/roads		14.9	28.4	44.3
Low Range: Miles New Road		7.0	14.0	21.0
High Range: Miles New Road		30.7	58.9	96.1
New Public Lands		136.1	258.9	403.9
Low Range: New Public Lands		74.8	149.3	223.5
High Range: New Public Lands		245.0	469.8	766.4
New Service Establishment Acres		20.4	38.8	60.6
Low Range: Service Est. Acres		11.2	22.4	33.5
High Range: Service Est. Acres		36.7	70.5	115.0
New Retail Businesses Acres		13.6	25.9	40.4
Low Range: Retail Business Acres		7.5	14.9	22.4
High Range: Retail Business Acres		24.5	47.0	76.6

¹⁶⁰ Moffat, Geoffrey V.; *Michigan Townships Planning and Zoning Handbook*, Institute for Community Development, Lifelong Education Programs, Michigan State University; 1980; page 60.

A county plan that provides current vacant land greater in quantity than the above acreage will adequately provide for anticipated economic growth. Given that Cadillac area is a regional economic hub, providing twice the vacant land for the above types of development will accommodate the

anticipated growth.

The next item of analysis is to briefly explore the fiscal impact of this growth.

Fiscal Impact for Projected (one year) Growth Using the Service Standard Method*

	Manpower Ratios for Population Size Group and Region (see U.S. Census of Govt. or p. 22 in Burchell's book)	Estimated Number of Future Employees	Operating Expenses Per Future Employee (calc. by dividing cat. total by # emp.)	Total Annual Operating Costs by Function	Capital-to-Operating Ratios for Population Size Group and Region (see U.S. Census of Govt. or p. 22 in Burchell's book)	Total Annual Capital Costs by Function	Total Annual Public Costs (Operating+ Capital) by Function
MUNICIPAL FUNCTIONS							
GENERAL GOVERNMENT							
Administration & General	0.520	0.35	\$122,943	\$43,537	0.000	\$0	\$43,537
PUBLIC SAFETY							
Police	2.010	1.37	\$45,675	\$62,521	0.054	\$3,376	\$65,897
Fire	n/a	n/a	n/a	n/a	n/a	n/a	n/a
PUBLIC WORKS							
Roads	1.120	0.76	\$71,429	\$54,480	0.199	\$10,842	\$65,322
Water, Sewer, Solid Waste	0.980	0.67	\$27,588	\$18,412	0.147	\$2,707	\$21,118
RECREATION AND CULTURE							
Parks and Recreation	0.580	0.39	\$164,722	\$65,062	0.097	\$6,311	\$71,373
Libraries	0.120	0.08	\$30,000	\$2,452	0.000	\$0	\$2,452
TOTAL MUNICIPAL				\$246,462		\$23,235	\$269,698
SCHOOL DISTRICT							
Primary/Secondary Schools	78.000	11.31	\$54,054	\$611,356	0.073	\$44,629	\$655,985
TOTAL SCHOOL DISTRICT				\$611,356		\$44,629	\$655,985
TOTAL				\$857,819		\$67,864	\$925,683

*Fiscal Impact Cost Projection using the Service Standard Method based on: Burchell, Robert W. and Listokin, David and Dolphin, William R.; *The New Practitioner's Guide to Fiscal Impact Analysis*; Center for Urban Policy Research; 1985, Rutgers, The State University of New Jersey; p. 16 and 19-23.

This same table was run for 10 and 20 year growth projections. The table does not include any factors for inflation. It is based on the purchase power of 2000 dollars. It is based on standard formulas for the north central United States. It should not be expected to reflect exact dollar amounts for Wexford County in any one line item but should give a basic educated estimate shown in the "total" lines.

The average amount of tax collected for new construction was \$1,260 in 1999.¹⁶¹ The total value new

construction in Wexford County (1999 Taxable Value to 2000 Taxable Value) was \$34,854,100; from \$510,688,224 in 1999 to \$545,542,324 in 2000.

The following table presents the anticipated new costs to the anticipated new taxes for Wexford County:

¹⁶¹The figure is the value of new construction as estimated by Jay Roudhouse, Wexford County Equalization Director; Take "Headlee Additions," (new construction) multiplied by the existing milage rates and then divided by the number of new units for a per unit amount. The amount is based on "Taxable Value," not "State Equalized Value." Annual inflationary increases are not used, so it is comparable, in real dollars, to the projected costs in the table. The data for this calculation is based on the (continued...)

¹⁶¹(...continued)

Wexford County Equalization Role maintained by the Wexford County Equalization Department: \$60,000 true cash value ÷ 2 = \$30,000 Assessed Value (and Taxable value only in the first year after construction) × 0.042 millage rate = \$1,260.

Aggregate Cost for all Governments v. New Revenue from Growth

	For one year 1999/2001	Estimated 2000-2010	Estimated 2000-2020
Estimated new families (new county permit data for 1999/from the table on page 195/multiple of county building permits, for assuming as the number of new homes)	681	6,807	12,945
Estimated cost to provide services (from total in the table on page 196 and repeated for 10 and 20 year growth projections)	\$925,683	\$9,242,067	\$17,576,775
Estimated new taxes collected from residential (Estimated new families X average Taxable Value of new construction \$30,000 X .042 (average millage in Wexford County in a township (add an average of 18 mills for a city or village)))	\$858,060	\$8,576,820	\$16,310,700
Estimated new taxes collected from other sources (commercial, agriculture, industrial, timber cut-over: Total Headlee Add (\$34,854,100) X .042 (average millage in Wexford County in a township) - Estimated new taxes collected from residential)	\$605,812	\$6,061,900	\$12,966,740
Balance	\$538,189	\$5,396,653	\$11,700,665

Cost for Wexford County v. New Revenue from Growth

	For one year 1999/2001	Estimated 2000-2010	Estimated 2000-2020
Estimated new families (new county permit data for 1999/from the table on page 195/multiple of county building permits, for assuming as the number of new homes)	681	6,807	12,945
Estimated cost to provide services (from table on page 196 for municipal costs less costs for roads, and repeated for 10 and 20 year growth projections.)	\$204,376	\$2,042,860	\$3,884,945
Estimated new taxes collected from residential (Estimated new families X average Taxable Value of new construction \$30,000 X .0088 (voted/allocated and voted millage for in Wexford County))	\$179,784	\$1,797,048	\$3,417,480
Estimated new taxes collected from other sources (commercial, agriculture, industrial, timber cut-over: Total Headlee Add (\$34,854,100) X .0088 (voted/allocated and voted millage for in Wexford County)) - Estimated new taxes collected from residential	\$126,932	\$1,270,113	\$2,716,842
Balance	\$102,340	\$1,024,301	\$2,249,377

It is typical for taxes from housing not to cover the costs of services new housing places on a community. Traditionally, industrial and agricultural tax classes make up the difference. Commercial tax classification is often paying about the same amount as tax-supported services cost, but can vary in either direction depending on many factors.^{162 163}

^{164 165 166 167} This is problematic for local governments (schools, townships, village, city, and county) which are facing just continued residential growth: not enough tax revenues to pay for increased services, and state "Headlee" and "Proposal A" limitations on tax increases. Sooner,

rather than later, governments in Wexford County will have to come to terms with this reality. Typically reactionary strategies include major efforts to automate government services (use of Geographic Information Systems in all departments, further computerization, service via the Internet); reduction in government services; voted millage for "popular" services (police, road improvements, ambulance, senior center, library, etc.).

Forward thinking communities will project into the future the anticipated revenues and costs based on actual planning and capital improvement programing. Those communities will be able to manage growth (by influencing location; density; balance between residential, commercial, and industrial; and so on) to mitigate the negative fiscal impacts of development.

Opinion Survey on Growth

The opinion survey included three general questions about preferences for growth and change in the county. In particular, they were asked whether, "generally speaking," they would like "to see rapid growth, moderate growth, slow growth, or no growth in Wexford County over the next 10 years. A companion question focused on "growth in the Cadillac/Lake Mitchell area." The following table provides a summary of residents' responses to these questions.

¹⁶² "Fiscal Impacts of Growth;" *Planning and Zoning News*; January 1993; p. 5.

¹⁶³ "Commercial Development and Property Taxes: Who Pays the Bill?"; *Planning and Zoning News*; January 1993; pp. 10-11.

¹⁶⁴ "Cost of Sprawl, Revisited;" *Planning and Zoning News*; January 1993, p. 6-9.

¹⁶⁵ "Executive Summary of Impact of Population Growth and Distribution on Local Government Expenditures in Michigan 1981-1995;" *Planning and Zoning News*; 1996.

¹⁶⁶ "Farmland Pays More Taxes Than It Receives in Services and Vice Versa for Residential Land In Washtenaw County;" *Planning and Zoning News*; September 1996, pp. 5-6.

¹⁶⁷ "The Growth Equation, Excerpts from a Presentation at the MSU Land Forum, Feb. 18, 1997, Entitled 'Fiscal Impacts of Sprawl;" *Planning and Zoning News*; August 1997, pp. 7-9.

Opinions about Growth and Change: Percentage Distributions

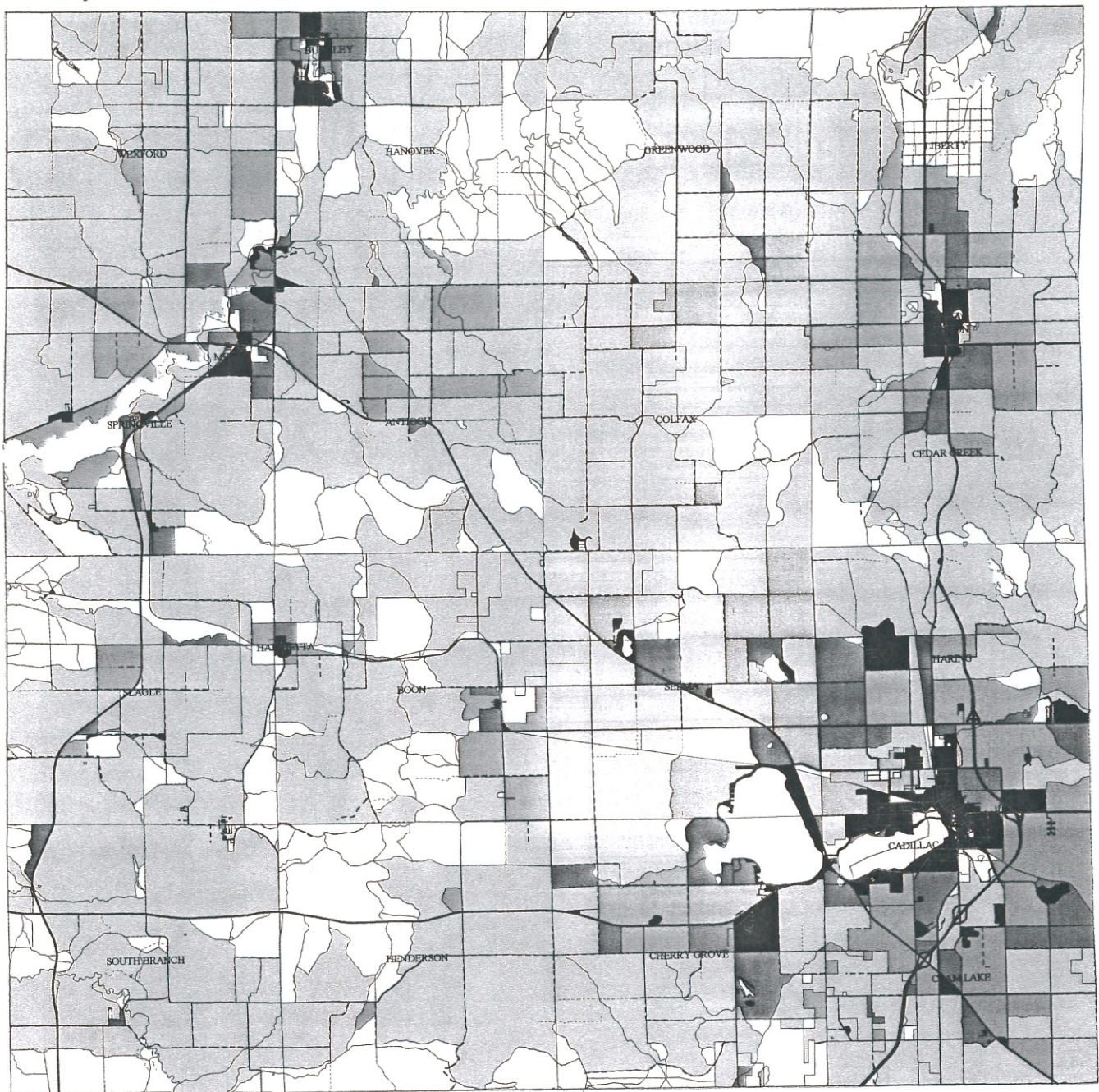
	Rapid Growth	Moderate Growth	Slow Growth	No Growth	Don't Know
Level of support for county growth over 10 years	5.4	62.4	26.7	4.7	0.7
Level of support for Cadillac/Lake Mitchell growth over 10 years	4.0	48.3	31.4	13.4	3.0

	Increase	Decrease	Stay the Same	Don't Know
Expectation about quality of life in county over 10 years	54.0	10.1	32.4	3.5

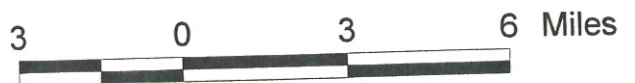
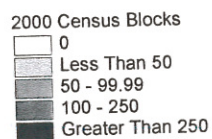
Respondents are unlikely to favor the extremes of either rapid growth or no growth. More than 60 percent of respondents would like to see "moderate growth" in the county. Almost one half of respondents would like to see "moderate growth" in the Cadillac/Lake Mitchell area, although almost as many respondents would like to see only "slow growth" or "no growth" in this area.

Residents were also asked to speculate about whether

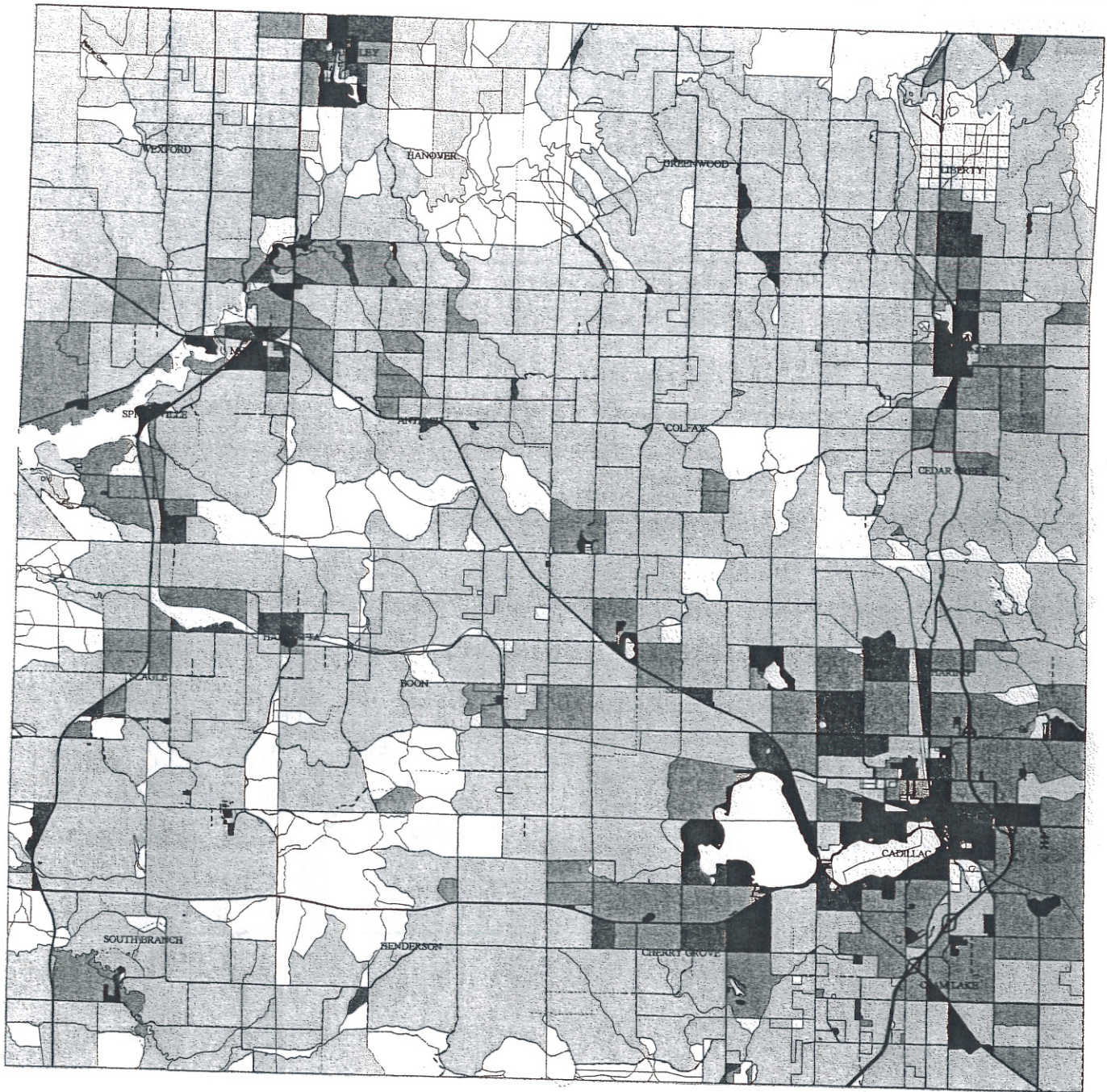
the quality of life in Wexford County would "increase, decrease, or stay about the same over the next 10 years." The table shows that residents are relatively optimistic, with more than one half expecting an increase in the quality of life, more than 30 percent expecting no particular change, and only 10 percent anticipating a decrease.



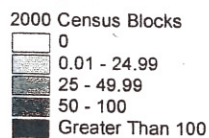
POPULATION DENSITY Persons per Square Mile



SOURCE: Block-level population count data and Topologically Integrated Geographical Encoding and Referencing system (T.I.G.E.R.) map data files from the 2000 United States Census.



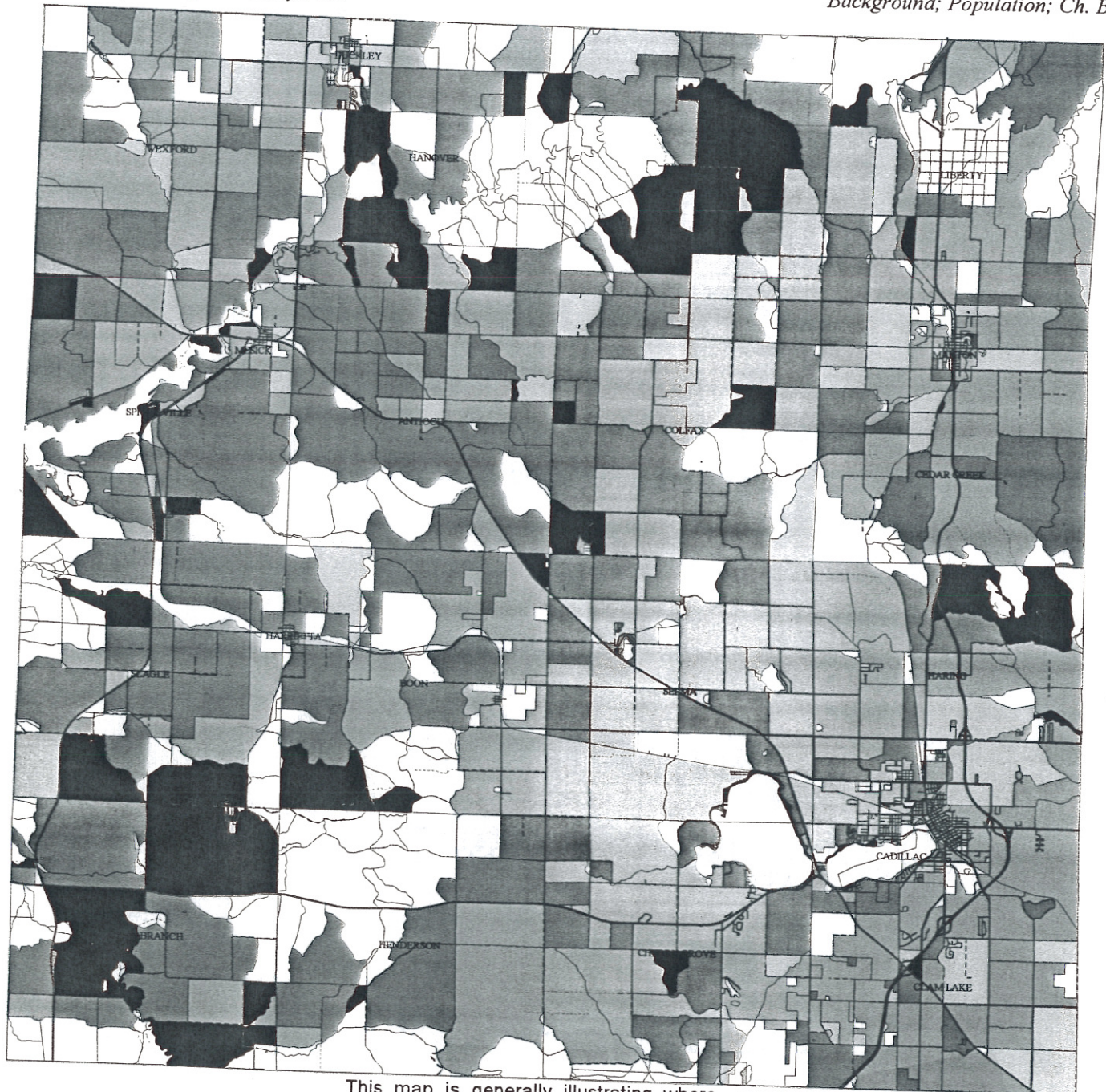
HOUSING DENSITY Houses per Square Mile



SOURCE: Block-level housing count data and Topologically Integrated Geographical Encoding and Referencing system (T.I.G.E.R.) map data files from the 2000 United States Census.

1990 SEASONAL POPULATION ESTIMATES
MSU Extension, Wexford County, July 8, 1991

Political Subdivision	Perm- nent Pop. (b)	Total Housing (c)	Perm- nent Housing (c-e=d)	Vacant & Seasonal Housing (e)	Ave. Pop. House- hold (b/d=f)	Seasonal Pop. (f*g=h)	Peak perman- ent and seasonal pop. (f*c=h)	Season- ally Adj. Pop. (h*5)+(b *7)/12=i	Est. # of Motels, Hotels, Cabin Rms. (j)	Est. # of Motels, Hotels, Cabin Rms. (k)	Est. Peak Motel Hotel Cabin Pop (k*2)=l	Camp Sites (m)	Potential Peak Camp Site Pop. (m*8=n)	Potential Peak Tourist- Transient Pop. (l+n=o)	Pot. Peak & Seasonal Pop. Peak Pop. (h+o=p)	Seasonal and Tourist Adj. Avg. Pop./Day (i*1.45
Wexford County (83)	27,332	11,873	10,293	2,486	2,6554	8,127	35,459	30,718	33	847	1,694	1,558	12,464	14,158	49,617	34,846
Antioch Twp.	671	330	230	100	2,9174	292	963	793	0	0	0	0	0	54	1,218	793
Boon Twp & Harrietta	719	353	218	135	3,2982	445	1,164	905	1	27	54	215	1,720	2,524	13,378	11,243
Cadillac City	10,104	4,298	4,001	297	2,5254	750	10,854	10,417	15	402	804	138	1,104	1,104	2,344	1,406
Cedar Creek Twp.	1,013	421	344	77	2,9448	227	1,240	1,107	0	0	0	15	120	358	2,833	2,199
Cherry Grove Twp.	1,763	918	654	264	2,6957	712	2,475	2,060	6	119	238	28	224	518	2,632	2,088
Clam Lake Twp.	1,739	749	616	133	2,8231	375	2,114	1,895	3	147	294	25	200	200	1,110	757
Culfax Twp.	556	306	187	119	2,9733	354	910	703	0	0	0	21	168	168	1,410	1,014
Greenwood Twp & Bu	774	443	276	167	2,8043	468	1,242	969	0	0	0	0	0	0	1,445	1,084
Hanover Twp.	826	509	291	218	2,8385	619	1,445	1,084	0	0	0	132	1,056	1,120	3,751	2,869
Haring Charter Twp.	2,501	912	867	45	2,8847	130	2,631	2,555	2	32	64	197	1,576	40	307	221
Henderson Twp.	169	117	74	43	2,2838	98	267	210	0	0	0	5	40	1,576	2,432	1,156
Liberty Twp.	641	318	238	80	2,6933	215	856	731	0	0	0	85	680	760	2,055	1,436
Manton City	1,161	522	468	54	2,4808	134	1,295	1,217	0	0	0	0	0	0	2,435	1,952
Selma Twp.	1,607	929	613	316	2,6215	828	2,435	1,952	3	40	80	0	0	24	1,013	697
Stagle Twp.	470	362	172	190	2,7326	519	989	686	1	12	24	309	2,472	2,608	3,464	1,264
South Branch Twp.	306	386	138	248	2,2174	550	856	535	2	68	136	388	3,104	3,104	6,034	3,077
Springville Twp. & Me	1,745	1,145	682	463	2,5587	1,185	2,930	2,239	0	0	0	0	0	0	792	661
Wexford Twp.	567	313	224	89	2,5313	225	792	661	0	0	0	0	0	0	0	0



This map is generally illustrating where resort housing may be located in the county based on a comparison of the number of people to the number of housing units in each Census block. Wexford has an average of 2.5 people per household. In census blocks where number of people per household is considerably less (less than two) could be

where seasonal homes are found. The two darkest shaded areas on this map would be where resort housing would predominate. The flaw would be that the map could also just be illustrating where there are small households: senior citizens living along or as a couple, divorced individuals where the children live with the other parent.



PROJECTED RESORT POPULATION

- No houses found in these areas.
- 0.01 to 0.99: High likelihood of seasonal homes
- 1 to 1.99: Seasonal homes, or small family size.
- 2-3: Within the county-wide "average."
- 3+: Large family size.



3 0 3 6 Miles

SOURCE: Block-level population count data and block-level housing count data and Topologically Integrated Geographical Encoding and Referencing system (T.I.G.E.R.) map data files from the 2000 United States Census with analysis done by Wexford County Geographic Information System (GIS) by Mike Green.

Chapter B9: Human Services

THIS Chapter on Human Resources deals with the medical, social, mental health, and elderly aspects of the County.

"Human Services" means health care, as used in a very broad sense; preventative, some social issues, wellness, etc.

The purpose of this chapter is to present analysis of the county's human services area, compare that to other communities, and determine how to improve these aspects of the county: Medical Health, Mental Health, Education, Elderly Care, Community Social Health, and Service Organizations and Social Life.

Medical Health

"HEALTH" in this broad sense, as addressed here is described by the following definition:

Health is a state of complete physical, mental, and social well-being, and is evident at the individual, family, and community levels. To achieve and maintain health, individuals and communities engage in disease prevention and health promotion initiatives. In addition, communities work together to improve external determinants of health, including a safe environment, economic security, positive social relationships, and educational opportunity.

The purpose of this section is to analyze the health of the County and compare it to benchmarks. Use was made of material from the World Health Organization on the degree of impact of different factors on health.

It is common for community hospitals to become two separate institutions: health care and preventative health services. Prevention is, in large part, education. In hospitals, the current thinking is to focus on a smaller number of issues, which can be measured to determine success, or lack of.

Human services often come down to health issues. Even with law enforcement, the profile of jail population is predominantly connected to alcohol abuse.

Wexford County has one hospital within its boundaries: Mercy Hospital.¹⁶⁸ Mercy has 154 licensed beds (recently changed to 100 licensed beds to qualify as a rural hospital in order to increase medicare reimbursement), 70 available for occupancy with an average of 45 inpatients a

day.¹⁶⁹ There are 4,715 admissions in a year. The hospital has cardiac care, special care, and pediatric special care units. An emergency room has provided for 15,268 patient visits and 2,567 admitted through the emergency room. A significant number of the patients at Mercy receive hospital care at less than the hospital's cost to provide the service: 45% through Medicare, 10% through Medicaid, 4% without any insurance, and others with private insurance which require less than full cost reimbursement. For 85% of the maladies people may have, they can be treated at Mercy Hospital. For the remaining 15% a referral system is set up with Munson Hospital in Traverse City, hospitals in Grand Rapids, Detroit, and the University of Michigan Hospital in Ann Arbor.

Patient satisfaction with care at Mercy has been increasing. The Joint Commission score for Mercy is 95 out of a possible 100.

Wexford county also has one nursing home, Lakeview Lutheran Manor nursing home, with 218 licensed beds.

Wexford County demographics indicate the following characteristics which have a direct impact on health care and health care needs. In comparison to Michigan:

- a higher percentage of 1-14 year olds
- a higher percentage of 50+ year olds.
- a higher percentage of families with an income of less than \$25,000.
- slightly higher percentage of families with children in poverty (1,500 children total).
- a higher percentage of single parent families with children in poverty.
- a lower educational attainment for post high school (including college) but a higher high school degree attainment level.
- a higher percentage of unemployment, people on AFDC, food stamps, SSI.
- a significance higher percent of people on Medicaid (28% of the population being Medicaid eligible).

At Mercy Hospital, 28 percent of its patients are Medicaid eligible – about twice the average for Michigan. This has become problematic for the hospital's bottom line.

Wexford County, in 1995, had 39 physicians (2 pediatricians, 4 obstetricians, 26 primary care, 20 dentists and 5 chiropractors) with a ratio of 14.8 physicians to 10,000

¹⁶⁸Mercy Hospital is part of Trinity Health Systems North, formerly Mercy Health Services North, (now in partnership with Munson Health Care of Traverse City) and owned by Mercy Corporation of Farmington Hills, Michigan.

¹⁶⁹Sewell, John (Mercy Hospital Administrator); speech to Cadillac Rotary Club, June 13, 2000.

population.¹⁷⁰

The county has a "Health Professional Shortage Areas (HPSA)" designation in four of its townships: Greenwood, Hanover, Liberty and Wexford Townships. The county as a whole qualifies for a "partial Primary Care Health Professional Shortage Designation" based on provider (doctors)-to-population ratios. The county has a "full county designation for Dental Care Health Professional Shortage Area."

Wexford County's mortality rate is lower than Michigan rate.¹⁷¹ However, Michigan's mortality rate is low compared to the norm for the United States. Michigan has a high numbers of death due to heart disease and cancer.

The findings for health and disease rates in Wexford County are:

- Lower (than the state average) percentage of respondents did not have a checkup in the past year.
- Lower percentage of respondents were ever told they had diabetes.
- Lower percentage of respondents ever drove or ridden with a drunk driver.
- Higher (than the state average) percentage of respondents smoke in Wexford County.
- Higher percentage of respondents have days of activity limited due to physical or mental health in the past 30 days.
- Higher percentage of respondents were told their cholesterol was high.
- Higher percentage of respondents have no health care insurance coverage.
- Higher percentage of respondents were told their blood pressure was high.

¹⁷⁰District #1 Health Department; *Community Health Profile for Wexford County*; November 1995; page 17.

¹⁷¹There are other causes of death, which are low enough in Wexford, that the overall mortality rate in Wexford is lower than the state average. They are: unintentional injury, chronic obstructive pulmonary disease, pneumonia/influenza, stroke, suicide, chronic liver disease, kidney disease, homicide, and alcohol induced injury. Historically high causes of death included poor sanitation and lack of immunizations.

Health Indicators Data

Health Indicators Data								
ISSUES	PRESENT CONDITION							
	1996-1998 except as noted Michigan/US		1992-1994 Wexford			1996-1998 Wexford		
Sub-issues:	Age-Adjusted Mortality Rate	YPPL	Age-Adjusted Mortality Rate	YPPL	Individuals died	Age-Adjusted Mortality Rate	YPPL	Individuals died
Source/Footnotes	172 173	174 175	176	177 178		179	180 181	
Cancer ¹⁸²	127.1/ 100,000 higher than the United States	1,665.0/ 100,000	135.2/ 100,000 within range with the state	1,176.2/ 100,000	172/year	120.5/year within range with the state	1,406.7/ 100,000	62/year
Ischemic Heart Disease (coronary artery disease)	140.4/ 100,000 higher than the United States	1,396.9/ 100,000	124.8/ 100,000 higher than the state	5,72.0/ 100,000	214/year	141.2/year higher than the state	1,406.7/ 100,000	88/year
Cerebrovascular Disease (stroke)	26.3/ 100,000		35.4/ 100,000 higher than the state		68/year	31.4/year higher than the state	188.7/ 100,000	55/year
Other Heart Diseases	51.2/100,000 Higher than the United States (1992-1994)		23.1/100,000 lower than the state	139.3/ 100,000	40/year	n/a	n/a	n/a
Chronic Obstructive Pulmonary Disease (COPD)	20.5/ 100,000		23.6/ 100,000 higher than the state	132.0/ 100,000	36/year	24.2/ 100,000	90/ 100,000	14/year

¹⁷² Age-Adjusted Mortality Rate: A summary rate of death that is developed using a standard population distribution to eliminate the differences in population composition thus allowing for comparability of rates for areas or population subgroups with differing age distributions. Death rates, except where noted, are age-adjusted to the U.S. Population in 1940. Age-Adjusted death rates represent the mortality experience that would have occurred in a standard population.

¹⁷³ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1997.

¹⁷⁴ YPLL is Years Potential Life Lost: A measure of premature deaths, defined as the number of years of life lost among persons who die before the age of 65. When YPLL is compared for different groups, it can be used to target causes of premature death, monitor high-risk populations, target prevention programs, and allocate resources.

¹⁷⁵ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1997.

¹⁷⁶ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1997.

¹⁷⁷ YPLL is Years Potential Life Lost: A measure of premature deaths, defined as the number of years of life lost among persons who die before the age of 65. When YPLL is compared for different groups, it can be used to target causes of premature death, monitor high-risk populations, target prevention programs, and allocate resources.

¹⁷⁸ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1997.

¹⁷⁹ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1999.

¹⁸⁰ YPLL is Years Potential Life Lost: A measure of premature deaths, defined as the number of years of life lost among persons who die before the age of 65. When YPLL is compared for different groups, it can be used to target causes of premature death, monitor high-risk populations, target prevention programs, and allocate resources.

¹⁸¹ *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*; The Community Health Assessment Task Force; Fall 1999.

¹⁸² *Moving Toward a Healthy 2000 and Beyond, Wexford County Report to the Community*, Fall 1997.

ISSUES	PRESENT CONDITION							
	1996-1998 except as noted Michigan/US		1992-1994 Wexford			1996-1998 Wexford		
Sub-issues:	Age-Adjusted Mortality Rate	YPPL	Age-Adjusted Mortality Rate	YPPL	Individuals died	Age-Adjusted Mortality Rate	YPPL	Individuals died
Pneumonia/ Influenza	14.4/ 100,000		18.6/ 100,000 higher than the state		36/year	13.8/ 100,000	50/ 100,000	18/year
Other Vessel Diseases			15.9/ 100,000		28/year	n/a	n/a	n/a
Diabetes ¹⁸³	14.3/ 100,000 (1992-1994)		19.6/ 100,000 Higher than the state	Higher	9/year	54.0/ 100,000	n/a	10/year
Other Injuries			15.4/ 100,000 higher than the state	427.5/ 100,000	20/year	34.1/ 100,000	n/a	13/year
Vehicle Injuries ¹⁸⁴	(16 to 17)/ 100,000 (1992-1994)		(23)/ 100,000	494.3/ 100,000	1/year			
Genitourinary Diseases			n/a ¹⁸⁵		17/year	n/a	n/a	n/a
Suicide ¹⁸⁶	(10 to 12)/ 100,000 (1992-1994)		(24)/ 100,000	425.3/ 100,000	1/5 / year	n/a	n/a	3/year
Sudden Infant Death Syndrome				283.8/ 100,000		n/a	n/a	n/a
Blood-Related Diseases				109.3/ 100,000		n/a	n/a	n/a
Congenital Anomalies				109.3/ 100,000		n/a	n/a	n/a
Infant Mortality ¹⁸⁷	8.5/ 100,000		5.8/ 100,000 within range with the state	6/ 100,000			5.7/ 100,000 within range with the state	

¹⁸³ Michigan Critical Health Indicators, 1997, Michigan Department of Community Health; *Moving Toward a Health 2000 and Beyond, Wexford County Report to the Community*, Fall 1997, Community Health Assessment Task Force.

¹⁸⁴ Michigan Critical Health Indicators, 1997, Michigan Department of Community Health; *Moving Toward a Health 2000 and Beyond, Wexford County Report to the Community*, Fall 1997, Community Health Assessment Task Force; *Injury Related Mortality in Michigan 1991-1995*, December 1997, Michigan Department of Community Health; *External Cause of Injury Reporting: Michigan Inpatient Data Base 1991 & 1995*, December 1997, Michigan Department of Community Health.

¹⁸⁵ Too few deaths to calculate a rate.

¹⁸⁶ Michigan Critical Health Indicators, 1997, Michigan Department of Community Health; *Moving Toward a Health 2000 and Beyond, Wexford County Report to the Community*, Fall 1997, Community Health Assessment Task Force; *Injury Related Mortality in Michigan 1991-1995*, December 1997, Michigan Department of Community Health; *External Cause of Injury Reporting: Michigan Inpatient Data Base 1991 & 1995*, December 1997, Michigan Department of Community Health.

¹⁸⁷ *Moving Toward a Health 2000 and Beyond, Wexford County Report to the Community*, Fall 1997, Community Health Assessment Task Force; *Michigan Rural Hospitals, Servicing Communities in an Era of Change*, Spring 1998, Michigan Health & Hospital Association.

Fact Book for Wexford County Plan

The three leading causes of death in Wexford County – heart disease, cancer, and stroke – are a result of the following activities/life styles:¹⁸⁸

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

Job Injuries/Illness

There is no data at the state or national level on job injuries/illness at a county level. Data on number of people with health insurance and level of coverage is also not available on a county level.

Disability rates may contribute to the unemployment situation in the county. The percent of males with mobility or self-care limitations is similar to the rest of the state. Females 16-64 and 75+ years of age are higher than state averages. More males and females, 16-64, in Wexford than in Michigan have a work disability which prevent them from working.

Cardiovascular Health

Fifty-eight percent of people in Wexford County smoke cigarettes in 1995, compared to 25% in Michigan. Thirty-two percent of people in Wexford County have high cholesterol in 1999, compared to 30.3% in Michigan.

Substance Abuse

The high rate of smokers in Wexford County is the major substance abuse issue. Also, use of alcohol and illicit drug use is a concern.

Alcohol and drug abuse is suspected to be involved in 0.66 of all the court case load (delinquency, abuse, neglect, circuit court criminal matters) in Wexford County according to Family Court Judge Ken Tacoma.¹⁸⁹ Traditional systems of dealing with these problems do not work as well as one might want (jail, half-way house, detox center). A detox center (in-patient) is a short duration program that does not

¹⁸⁸Boczka, Sharon and Sheri Spoelman and Diane Butler; "Community Health Partnership Task Force Missaukee/Wexford Counties" oral presentation, June 27, 2001.

¹⁸⁹Tacoma, Ken (Family Court Judge); Oral presentation to the Missaukee-Wexford Multipurpose Collaborative Body meeting of June 27, 2000.

have long-term impact. Out-patient efforts are rarely accomplish participation by the individual.

A coordinated approach using existing community resources has been particularly successful in other counties, such as "Recovery High" in Charlevoix County. The program provides constant and consistent supervision as an individual is taken through a phased process. Phase one is an in-patient treatment (local hospital, detox center) where a person is isolated in their own home or in a foster home in the community. If successfully completed after 90 days phase two starts with a modified out-patient approach (foster care). If successfully completed after 90 days phase three starts with programing with Alcoholics Anonymous or a similar program. That continues for an additional 90 days. At any time, if there is a relapse, the individual is placed back to an earlier phase as often as needed.

Dental

The county has a shortage of dentists. As a result, Wexford has a "full county designation for Dental Care Health Professional Shortage Area." As far as known, no local dentists are taking Medicaid, and possibly participation in Delta Dental has been reduced. There is also a concern about the impact of managed care. Regional activities attempting to address this problem do not appear to be the answer, or at least not the entire solution. There is some money available from the State of Michigan, but there was a concern little will find its way out of southeast Michigan. After a coalition involving a larger geographic area, funding for dental clinics in northwest Michigan have been approved. MICHild/Healthy Kids "insurance" (MICHild) may provide some dental coverage in the area, but relatively few will qualify for MICHild despite the need.

Child and Maternal Health

Maternal and infant health is a good indicator of the overall health of a population. In evaluating live births with selected risk factors, Wexford County is higher than the state in three out of nine categories: mother smoked while pregnant, mother drank while pregnant, and medical risk factors present.

Five and four tenths (5.4) percent of Wexford County births are low birth weight,¹⁹⁰ compared to 7.7% in Michigan (1990-1995). Seventy one and two tenths (71.2) percent of births are with adequate prenatal care (1991-1995), 73.5% for Michigan. There were 96.5 teen¹⁹¹ pregnancies¹⁹² per 1,000 females occurring in Wexford County, in Michigan it was 90.7 teen pregnancies per 1,000 females. More children in Wexford are born to mothers in the 20-24 age group.

Daycare is needed for both adults and children,

¹⁹⁰Less than 2,500 grams.

¹⁹¹Teenager is 15-19 years of age.

¹⁹²Pregnancies include births, abortions, and miscarriages.

including children with special needs. There are about 200 to 600 individuals in Wexford County which need daycare services.

Opinion Survey on Health Services

A number of questions in the interview focused on respondents' levels of satisfaction with services provided either by the county or by municipalities. In particular, respondents were asked; "to rate the quality of various

services" provided. Respondents were asked to "please think of the grading system that the schools use—where A is excellent, B is good, C is adequate, D is fair, and E is poor." The "don't know" or "no opinion" response was always available to respondents, if they volunteered it. The following table is organized so that the services that receive the highest ratings are listed first and the services that receive the lowest ratings are listed last.

Satisfaction with Health Services
Percentage Distributions and Means

Total Sample (N=404)							
	Mean*	A Excellent	B Good	C Adequate	D Fair	E Poor	Don't Know
9-1-1 Emergency	3.41	42.8	30.0	6.7	0.7	0.5	19.3
Access to Health Care	2.81	22.8	43.3	20.0	5.7	3.0	5.2
Quality of Health Care	2.81	20.3	45.3	20.8	5.4	2.0	6.2

*A = 4 points; B = 3 points; C = 2 points; D = 1 point; E = 0 points "Don't Know" responses excluded.

The 9-1-1 emergency services unit in the county receives high ratings. More than 40 percent give this service an A ("excellent") rating, and about 30 percent give this service a "good" B. Less than 10 percent of residents consider the 9-1-1 service to be of C ("adequate"), D ("fair"), or E ("poor") quality.

Greater concerns are expressed about *access to* and the *quality of* health care services in the county. The lowest grades of C, D, or E are chosen by almost 30 percent of non-city residents to rate access to health care or the quality of health care in the county, and fewer than 20 percent non-city residents provide an A rating when asked either of these questions.

Mental Health

THERE are an estimated 180 developmentally disabled adults in Wexford and Missaukee Counties; about 40 to 50 developmentally disabled children.

North Central Community Mental Health is headquartered in Cadillac; servicing Crawford (Grayling), Roscommon (Houghton Lake), Missaukee and Wexford (Cadillac) Counties. The agency's function is to promote the behavioral health of individuals, families and communities. The agency services adults, children, and families experiencing emotional distress, with mental illness, and with developmental disabilities. This includes:

- Adult services: individual, family and group counseling, crisis intervention, psychiatric services, evaluation, elderly and nursing home services, prevention, assertive community treatment, adult case management, nursing services, club Cadillac transitional/supported employment.
- Children's services: individual and family counseling,

crisis intervention, psychiatric services, evaluation, prevention, home based family intervention, child case management, respite and family support services, infant mental health, Early On.

- Adults with Developmental Disabilities: Case management, psychiatric services, adult and work activity programs, supportive employment, nursing, occupational therapy, psychological services, physical therapy, dietary services, speech/language services, residential services.
- Recipient rights: Ensures programs honor constitutional civil and mental health code rights.
- Special Services: Prevention, training.
- Other: Telephone assistance, information and referral, assessments, easy access to needed services, benefit assistance, coordination of care.

NOC Industries, Inc. is a function of Community Mental Health through contract. NOC is a separately owned corporation. NOC provides community employment for disabled or disadvantaged persons at their facility in the Cadillac Industrial Park and at various job sites.

North Central Community Mental Health also operates Club Cadillac for clients with mental illnesses (not physical disabilities). Club Cadillac has a caseload of about 100 persons, with an average of 40 individuals at the Club Cadillac facility each day. The main focus is to find jobs for patients in the community, and to work with the patient to learn the necessary job skills. Patients go to Club Cadillac outside of work hours for various therapy (stress, worry, mental relaxation management). The facility also has activity/training in clerical, snackbar, kitchen, maintenance services.

Education

THE three school districts which are centered in Wexford County are part of the Wexford-Missaukee Intermediate School District (Cadillac Area Public Schools, Manton Consolidated Schools, Mesick Consolidated Schools). The Buckley Community Schools, at the Grand Traverse-Wexford County line are part of the Grand Traverse Bay Intermediate School District. In addition, there are four private schools: Heritage Christian School, St. Ann Catholic School, Northview Seventh-Day Adventist School all in Cadillac, and Manton Baptist Academy. Wexford County does not have any Charter schools. A map of school districts is found on page 226.

Each school system has one campus, except the Cadillac Area Schools. Cadillac Area Schools have the Cadillac High School, Cadillac; Cadillac Middle School, Cadillac; Mackinaw Trail Middle School, Clam Lake Township; Forest View Elementary School, Henderson Township; Franklin Elementary School, Cadillac; Kenwood Elementary School, Cadillac; Lincoln Elementary School,

Cadillac; McKinley Elementary School, Cadillac;

In Cadillac there are two institutions of higher education: Baker College Cadillac campus provides several bachelor degrees, certificate programs, and a masters degree. Certificates are in various office skills, health services. Associate degrees are offered in various office skills and applied sciences (health, drafting, computer, etc.). Bachelors degrees are offered in Health Administration, Business Administration, Industrial Management. A Masters of Business Administration is offered.

Northwestern Michigan College maintains a campus in Cadillac. Northwestern is a community college offering primarily two-year certificate and associate programs. Through various distance learning technology (interactive classrooms, Internet) and the college's University Center in Traverse City there are class offerings from every major Michigan university.

South of Wexford County, about 40 miles, Ferris State University is located in Big Rapids.

Wexford School Performance Measures

School (Data from 1999)	Buckley	Cadillac	Manton	Mesick	Heritage Christian K-12	St. Ann Catholic K-5	North-view SDA K-10	Manton Baptist Academy K-12
Enrollment	408	3,821	1,004	952	114	130	40	22
Free & reduced lunch	39.5%	34.1%	37.3%	44.4%				
Community education level (less than high school)	20.3%	15.6%	19.4%	21.3%	15.6%	15.6%	15.6%	19.4%
Pupil-teacher ratio	19:1	22.1:1	19.6:1	20.1:1	12:1	18:1	13.3:1	6:1
Student funding	\$5,462	\$5,331	\$5,327	\$5,170				
Michigan Education Assessment Program (MEAP) ¹⁹³ Merit Testing 2000	14	26	16	26				
Test results; % Merit Awards	46.67%	18.18%	41.03%	40.63%				
Number tested	30	144	39	64				
Graduation rate	84.7%	84.5%	79.2%	91.5%				
Fifth Grade Science MEAP winter 2000 test	32.3%	42.2%	30.1%	26.0%				
Fifth Grade Writing MEAP winter 2000 test	53.3%	53.3%	50.7%	66.2%				
Fifth Grade Social Studies MEAP winter 2000 test	6.5%	19.7%	8.9%	9.0%				
Eighth Grade Science MEAP winter 2000 test	12.1%	30.0%	16.0%	16.9%				

¹⁹³Michigan Education Assessment Program (MEAP), Michigan Department of Treasury <http://www.MeritAward.state.mi.us>.

Eighth Grade Writing MEAP winter 2000 test	60.0%	55.6%	64.8%	53.6%				
Eighth Grade Social Studies MEAP winter 2000 test	12.9%	20.0%	21.9%	16.9%				

Wexford County Public School Enrollment

School District	Cadillac Area Schools		Manton Consolidated Schools		Mesick Consolidated Schools		Buckley Community Schools	
	1989-1990	Feb. 2000	1989-1990	Feb. 2000	1989-1990	Feb. 2000	1989-1990	Feb. 2000
Kindergarten	298	222	81	112	91	77	n/a	25
1 st Grade	290	254	89	87	64	69	n/a	36
2 nd Grade	268	245	64	66	65	72	n/a	34
3 rd Grade	320	264	82	64	75	74	n/a	22
4 th Grade	286	255	74	79	63	76	n/a	19
5 th Grade	279	276	67	73	59	89	n/a	32
6 th Grade	255	347	53	78	68	69	n/a	34
7 th Grade	260	301	53	63	59	66	n/a	27
8 th Grade	260	287	42	75	6	80	n/a	36
9 th Grade	241	319	74	70	59	74	n/a	27
10 th Grade	243	281	69	73	55	68	n/a	41
11 th Grade	226	264	47	70	64	61	n/a	15
12 th Grade	248	238	26	55	62	75	n/a	37
Alternative Education	41	72	0	30	56	0	n/a	2
Special Education	30	n/a	18	25	60	0	n/a	0
Total	3,565	3,625	839	1,020	841	950	n/a	387

Enrollment at Wexford County schools and in the Wexford-Missaukee Intermediate School District is expected to stay at about the same levels. This expectation is despite the projected increase in population for Wexford County (see page 190). This is because the average size of a family is continuing to decline. This trend is occurring both in Wexford and nationally. Also in Wexford a percentage of people migrating to the county are retirees, thus without children. Finally enrollment in traditional schools face competition from home school programs, education programs over the Internet, and similar alternatives.

A large quantity of data on school districts – too much to present here – is available at the Standard & Poor's school evaluation services Internet site: URL www.ses.standardandpoors.com. Data includes school

enrollment; graduation and dropout rates; MEAP, ACT, and PSAP test results; advanced placement participation levels; operating expenditures per student broken down several different ways; average teacher salaries; students per staff/teacher; median size of district's schools; performance cost indices (based on test results and per student operating expenses); fund balances; tax impact; taxable property value per student; long-term debt per student; and school district demographics (free or reduced lunch, level of adult education attainment, one-parent families).

Opinion Survey on Education

A number of questions in the interview focused on respondents' levels of satisfaction with services provided either by the county or by municipalities. In particular, respondents were asked; "to rate the quality of various services" provided. Respondents were asked to "please think of the grading system that the schools use—where A is excellent, B is good, C is adequate, D is fair, and E is poor."

The "don't know" or "no opinion" response was always available to respondents, if they volunteered it.

The following table summarizes the responses and is organized so that the services that receive the highest ratings from non-city residents are listed first and the services that receive the lowest ratings are listed last.

Satisfaction with Education Percentage Distributions and Means

	Total Sample (N=404)						Don't Know
	Mean*	A Excellent	B Good	C Adequate	D Fair	E Poor	
District Schools	2.97	25.2	48.0	10.9	5.0	2.5	8.4

*A = 4 points; B = 3 points; C = 2 points; D = 1 point; E = 0 points "Don't Know" responses excluded.

About one quarter of the survey respondents give the district schools an A, slightly less than one half choose a B grade, and between 15 and 20 percent use a grade of C, D, or E.

Twenty three percent of those offering an answer to an open ended question on improving the quality of life in Wexford County answered education/schools. This follows environmental issues, economic issues, governmental issues, and number of people/growth issues in the county.

Elderly Care

WEXFORD County has an aging population which leads to increased demand for nursing home care and home nursing care needs. The population growth and aging population will also increase the need for assisted living facilities. This growing number of senior citizens (age 65 and over) occurs as people retire and choose to live in northern Michigan, as well as, an aging county population. This trend will continue. There are several agencies which provide specific services to seniors. Some are:

Area Agency on Aging of Northwest Michigan
Cadillac Housing Commission (provides senior housing at Kirtland Terrace and Harbor View Apartments)

Cadillac Senior Center (meal site, social gathering site)

Hoxeyville Senior Center (meal site, social gathering site)

Northwest Michigan Human Services Agency, Inc. ("Community Action Agency," senior nutrition "meals on wheels")

Wexford County Council on Aging (senior citizen services)

These agencies provide direct service to an identified senior citizen caseload. There are many additional service provider organizations such as churches, Alzheimer's Disease

Resource Center, and many other volunteer groups. For a complete listing of those agencies see the *Wexford-Missaukee Human Services Directory*.¹⁹⁴

Community Social Health¹⁹⁵

IN the past, Wexford and Missaukee Counties have had many opportunities for collaboration with agency directors and department heads. This collaboration provided shared resources and enabled agencies to accomplish and expand goals.

Today some of the human services agencies in Wexford County include:

Cadillac Area OASIS/Family Resource Center
(24 hour crisis hotline, shelter, counseling/advocacy)

District Health Department No. 10. (Full service public health agency)

Northwest Michigan Human Services Agency, Inc. ("Community Action Agency" providing home improvement, emergency food, heating assistance, budget counseling, Headstart, senior nutrition)

Michigan State University Extension (education in nutrition, home economics, youth)

MICHIGAN WORKS! Service Center a.k.a. Private Industry Council - Michigan Works Agency (job search assistance, employer assistance, employability skills workshop, on-the-job training) (part of the Northwest

¹⁹⁴Strong Families/Safe Children of Wexford County; *Wexford-Missaukee Human Services Directory*, October 1999.

¹⁹⁵The discussion on the Human Services Coordinating Body and Multi-Purpose Collaborative Body in the Section on Community Social Health was written by Michael Mirto, Coordinator, Strong Families/Safe Children for Wexford and Missaukee Counties.

Michigan Council of Governments) Wexford-Missaukee office of the Michigan Family Independence Agency (welfare; Child Protective Services; adoption; adult community placements; day care; delinquency services; emergency food shelter, heat, housing, medical, transportation; food stamps; aid to families with children; foster care; Medicaid; disability assistance; MiChild)

These agencies provide direct service to an identified caseload. There are many additional service provider organizations such as churches, Alcoholics Anonymous, American Cancer Society and many other volunteer groups. For a complete listing of those agencies see the *Wexford-Missaukee Human Services Directory*.¹⁹⁶

In 1989, the Wexford-Missaukee Human Services Coordinating Body, staffed by the North Central Community Mental Health, was formed. The Coordinating Body consisted of agency directors, including major public and private human service agencies. Several collaborative work groups have produced plans for coordinated prevention services. The Coordinating Body submitted joint grant proposals to fund services called for in these plans.

The evolution of collaborative community planning of the Wexford-Missaukee Human Services Coordinating Body began with the joining of agency executives, as well as the formation of a needs assessment. This collaboration led to the implementation of the Department of Mental Health Model of Prevention Planning. This model provided data based systemic planning. Services were targeted toward specific at risk groups with an emphasis on empowerment, and included evaluation models. The outcomes of this included a one time community assessment before setting workgroup priorities, data-based action plans, demographics, analysis of existing systems and the evaluation of service models.

Since that time, numerous collaborative projects have been implemented in the community. A few of the major initiatives included Early On, Student Assistance work groups, supported living issues for residents with disabilities, Wrap Around, Celebrating Families, accessibility of health care, and various other projects. A Community Video Project was an interagency project to support, educate, and nurture individuals and families in Wexford-Missaukee communities through the development of a community video library. A Wexford-Missaukee Interagency Council implemented the Early On program, which is a community system of interagency collaboration for information and services to children (ages 0-3) and their families through technology. The Wexford-Missaukee Family Independence

Agency¹⁹⁷ (FIA) created Community Partner Prevention Program, a network to services linking families with resources in their communities. Team Up Cadillac and the Wexford-Missaukee Child Protection Council are also examples of successful community collaboration efforts.

In 1991-1995, the Coordinating Body began to expand membership to include consumers, the business sector and community groups. Attention was given to vision, mission, goals and by-laws. This led to the development of services reflecting a holistic approach. The Coordinating Body began neighborhood based services, experiments with single case management, interagency family assessments, family empowerment and individualized services. Agencies agreed to use county funds differently to leverage more state dollars, as well as experimenting with the pooling of funds for individualized services.

In the mid 1990's, a systems reform began, the Wexford-Missaukee Human Services Coordinating Body became the Multipurpose Collaborative Body of Missaukee and Wexford Counties. The Collaborative Body developed the vision/purpose of improving the quality of life through an area-wide organization by providing a collaborative delivery of services based upon community needs. The Collaborative Body has a yearly retreat to create an action plan.

In the mid 1990's, the community formed two separate Strong Families/Safe Children funded Family Coordinating Councils as task forces of the Missaukee-Wexford Multi-Purpose Collaborative Body. These two functions have been separate until recently. The vision of the Wexford County Family Coordinating Council and the Missaukee County Family Coordinating Council is to incorporate the needs of consumers with the policy making of agencies. Both Family Coordinating Councils use the Wexford-Missaukee Family Independence Agency as the fiduciary of funds. Some of the programs provided by the Strong Families/Safe Children Family Coordinating Council's include; School Success, Love and Logic®, Mentoring Coalition, Missaukee Area Teen Center, counseling services, and various others. The Strong Families/Safe Children funds are for direct services to children and families designed to keep children safe in their homes (when appropriate), promote family strength and stability, enhance parental functioning, prevent the separation of families (where appropriate), and to provide permanency for children. The Strong Families/Safe Children fund must be used for new or enhanced direct services in these four services categories:¹⁹⁸

- 1) family preservation - placement prevention;
- 2) family support;

¹⁹⁷Family Independence Agency (FIA) is formerly known as the Michigan Department of Social Services.

¹⁹⁸These four services categories are identified in the Strong Families/Safe Children federal program regulation "Promoting Safe & Stable Families", The Adoption & Safe Families Act, November 1997, (PL105-89).

¹⁹⁶Strong Families/Safe Children of Wexford County; *Wexford-Missaukee Human Services Directory*; October 1999.

- 3) family preservation - reunification; and
- 4) adoption promotion and support services.

The two councils decided to pool funds in order to hire a coordinator in 1999.

At the 2000 annual retreat the prioritized community needs were:

1. Family support Communities That Care™ (juvenile delinquency).
2. Teenager support system (maximize opportunities for teens to be involved in the community)
3. Diversity training (increase tolerance and understanding of different racial, ethnic, social groups and populations.
4. Housing
5. Violence prevention

Member Organizations of the Wexford-Missaukee Human Services Coordinating Body.

Area Agency On Aging North Michigan, Traverse City
 Cadillac Area Public Schools, Cadillac
 Cadillac Housing Commission, Cadillac
 Catholic Charities, Traverse City
 District #10 Health Department, Cadillac
 Job Net, Traverse City
 Lake City School, Lake City
 Mercy Health Services North, Cadillac
 Missaukee County Board of Commissioners, Lake City
 Missaukee Family Division Circuit Court, Lake City
 Missaukee Prosecuting Attorney, Lake City
 MSU Extension, Missaukee County
 MSU Extension, Wexford County
 NOC Industries, Inc., Cadillac
 North Central Community Mental Health, Cadillac
 Northwest Michigan Human Services, Traverse City
 OASIS/Family Resource Center, Cadillac
 Staircase Runaway Services, Ludington
 United Way of Wexford County, Cadillac
 Wexford County Board of Commissioners, Cadillac
 Wexford Council on Aging, Cadillac
 Wexford Family Division Circuit Court, Cadillac
 Wexford-Missaukee Family Independence Agency, Cadillac
 Wexford-Missaukee Intermediate School District
 Wexford-Missaukee Strong Families/Safe Children, Cadillac
 Wexford Prosecuting Attorney, Cadillac
 and four client/customer members

6. Staff education (to provide more effective referral to clients to avoid a person going to the incorrect agency for a particular service)
6. (tie) Asset identification
7. Teen pregnancy
7. (tie) Dental services

These priorities are to work toward the vision that "Wexford and Missaukee communities offer an optimal quality of life for all." The mission is "to achieve [the] collective vision of

quality of life in our communities through the provision of leadership in the design, delivery, and oversight of health, education, and human services.

Crime¹⁹⁹

ACCURATE data on crime and social causes of crime are very difficult to produce. Even if done, having data which is meaningful is also illusive. For example when dealing small numbers in a rural northern Michigan County; a very small change can create a large change in percentages in crime statistics. But just reporting the numbers in a raw form does not statistically mean much and lose's any meaningful comparison value. The crime statistics can also be greatly influenced by the policy of a prosecuting attorney. (For example adopting a zero tolerance on a particular type of crime.) Also, when criminal law changes, the data reflects the increased or decreased arrests as a result. For example, assaults by 6th graders or above in schools must now be reported to police. That did not use to be the case. Thus, the number of assaults in crime data went up. But behavior, or actual number of incidents, did not necessarily change; just the reporting of those incidents. Further crime statistics can be greatly influenced by the number of police present in a community. (The more police, the more arrests and the more is reported.)

As a result, even though crime and social numbers are presented in this section of this chapter, they should be taken with a large grain of salt. There should not be too much stock placed on any one data set.

Intuitively, William Fagerman, Wexford County Prosecutor; The Honorable Kenneth Tacoma, Wexford Family Division of Circuit Court Judge; Frank Dickson, Cadillac Post of the Michigan State Police; and Jeff Norman, Wexford County Sheriff's Department, agree²⁰⁰ crime and juvenile crime in Wexford peaked in 1997 and has now started a downward trend. Most crime is a result of "bad choices" made under the influence of drugs or alcohol. About 75% of juveniles never re-offend, and most first-time offenders have some sort of substance abuse or family problems. (About 2/3 to 3/4 of cases in Family Court involved some sort of family breakup or abuse problem.) Judge Tocoma believes removal of substance abuse and family problems is what works to prevent crime among youth.

Law enforcement in Wexford County consists of 21 police officers in the Wexford County Sheriff's Department, 19 Cadillac City Police officers, and 2 Manton City Police

¹⁹⁹The discussion on the Communities That Care™ in the Section on Crime was, in part, written by Michael Mirto, Coordinator, Strong Families/Safe Children for Wexford and Missaukee Counties.

²⁰⁰Based on discussion at a Michigan State University Extension Advisory Council meeting, April 26, 2000

officers.²⁰¹ Officers at the Cadillac Michigan State Police Post service a geographic area which includes more than Wexford County. Not counting State Police, Wexford has about 692 people for each police officer. That compares to 974 people to one police officer (974:1) in Missaukee, 815:1

in Osceola, 810:1 in Grand Traverse, 797:1 in Manistee, 716:1 in Benzie, 634:1 in Lake, and 571:1 in Kalkaska Counties.

Index Crimes (murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, arson) in 1997 are presented in the following table:

²⁰¹Department of State Police; *Crime in Michigan*; 1997 Uniform Crime Report.

Crime Data Per Year

Wexford	Grand Traverse	Lake	Manistee	Missaukee	Osceola
1,357	2,622	593	544	376	355

Juvenile crime data, social indicators is summarized in the following table:

Juvenile Crime Data

	Wexford County	Grand Traverse County	Lake County	Manistee County	Missaukee County	Osceola County	Michigan
High School dropout rate ²⁰²	7.9%	1.7%	15.6%	3.4%	n/a	n/a	6.8%
Children below poverty ²⁰³	24.0%	13.1%	41.1%	27.4%	24.5%	25.4%	23.6%
Per Capita Income ²⁰⁴	\$18,679	\$23,519	\$14,091	\$17,140	\$15,189	\$16,104	\$24,588
Unemployment rate ²⁰⁵	9.1%	4.8%	11.2%	10.3%	7.0%	6.9%	4.9%
Inadequate parental care ²⁰⁶	5.7%	4.9%	7.9%	6.6%	3.7%	6.2%	8.9%
Children in investigated families ²⁰⁷	78.5/1,000	24.8/1,000	106.5/1,000	82.5/1,000	61.5/1,000	34.5/1,000	56.9/1,000
Substantiated victims of abuse and neglect ²⁰⁸	9.6/1,000	2.9/1,000	12.9/1,000	5.3/1,000	7.4/1,000	5.0/1,000	8.4/1,000
Births to teens ²⁰⁹	33.1/1,000	19.7/1,000	47.1/1,000	18.6/1,000	27.9/1,000	29.4/1,000	30.6/1,000
Juvenile arrests for Index crimes ²¹⁰	36.8/1,000	19.9/1,000	47.1/1,000	29.3/1,000	17.3/1,000	16.4/1,000	18.0/1,000

This topic does not have simple neat answers. That makes it hard, and difficult to gauge the best plan of action.

The most recent, and a major effort in crime prevention, started during the 1999 annual retreat (and again in 2000) of the Multi-Purpose Collaborative Body. The Collaborative Body established juvenile delinquency as a priority in the Wexford and Missaukee community. The Collaborative Body appointed a core group to address the issues of juvenile delinquency. The action plan for 1999

resulted in the following action/strategies:

Collaboration/Community Commitment

1. Establish Guidelines for Consumers.
2. Create Membership Agreement.
3. Approve By-Laws.
4. Develop Annual Calendar.
5. Create Mentoring Training Plan.
6. Develop Recognition Plan.
7. Improve Communication.

²⁰²Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Department of Education data for 1995-1996).

²⁰³Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing United States Census estimates for 1993).

²⁰⁴United States Census, 1990.

²⁰⁵Northwest Michigan Council of Governments; *1997 Population Characteristics*.

²⁰⁶Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Department of Community Health).

²⁰⁷Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Family Independence Agency, fiscal year 1996).

²⁰⁸Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Family Independence Agency, fiscal year 1996).

²⁰⁹Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Department of Community Health, 1996).

²¹⁰Zehnder-Merrell, Jane; *Kids Count in Michigan Data Book 1997-1998*; County Profiles of Child and Family Well-Being; Michigan League for Human Services (citing Michigan Department of State Police 1994-6).

8. Create Membership Resources.
9. Plan for Recognition of Multi Purpose Collaborative Body.

Identify, Prioritize, and Address Major Community Needs and Assets

- Develop a plan/process to identify, prioritize and address major community needs and assets.
- Compile community needs assessments done in the past 3 years.
- Plan to develop a fiscal inventory.
- Inventory of community assets.
- Community outcome evaluation.

Address Immediate Pressing Community Issues Particularly, Youth and Family

- Establish immediate current issues workgroup.
- Encourage members to bring issues to the Multi Purpose Collaborative Body.

In April of 1999, the Missaukee-Wexford Multi-Purpose Collaborative Body created a task force to begin working on a Communities That Care™ process. Communities That Care™ is an operating system that provides research-based tools to help communities promote the positive development of children and youth, and prevent adolescent substance abuse, delinquency, teen pregnancy, school dropout, and violence.

Communities That Care™ is unique in that it is:

- **inclusive** – engaging all areas of the community in promoting healthy development.
- **proactive** – identifying and addressing priority areas before young people become involved in problems rather than waiting until problems have become entrenched in young people's lives.
- **based on rigorous research** from a variety of fields-sociology, psychology, education, public health, criminology, medicine, and organizational development.
- **community-specific** – rather than a “cookie cutter” approach. Each community uses it's own data-based profile to craft a comprehensive long-range plan for strengthening existing resources and filling identified gaps.

Communities use a four-phase process to install the Communities That Care™ operating system. Developmental research and programs provide tools to support communities through each phase.

Phase One: Readiness: This phase involves:

- Defining the community to be mobilized.
- Identifying the key stakeholders to engage.
- Mapping current conditions, activities, and initiatives in the community.
- Inventorying building blocks and stumbling blocks.

Phase Two: Introduce and Involve: This phase involves:

- Engaging and educating key stakeholders. Communities That Care™ defines three stakeholder groups to be engaged; community members, youth development team or board, and key leaders.
- Developing a vision for the future of the community's children.
- Creating or designating an organizational structure to facilitate the movement of the community to the vision.

Phase Three: Develop a Data-Based Profile: This phase involves collecting several types of community-specific data and using that information to construct a profile that allows the community to analyze its unique strengths and challenges. Specific tasks of this phase are:

- Collecting data on risk factors, protective factors and problem behaviors.
- Analyzing the data to determine which risk factors are the highest compared to state and national figures and/or which risk factors are trending in unwanted directions. That information is then used to focus the community's efforts and concentrate resources on priority areas that will have the greatest impact on the positive development of youth in the community.
- Inventorying and assessing community resources currently addressing priority risks and enhancing protective factors.

Phase Four: Implement the Plan: This phase involves putting into place a comprehensive, community wide strategic plan. This phase involves:

- Implementing action plans.
- Building/sustaining collaborative relationships between key stakeholders.
- Developing information and communication systems to support a collaborative approach.
- Educating and engaging the entire community so that everyone has a significant and valued role to play in implementing the plan.
- Monitoring progress toward desired outcomes.
- Celebrating successes.

The Title V Initiative was initially introduced to the Wexford-Missaukee community by the Team Up group. This group began the process of collecting data, creating work groups, and training the community about the process involved with the initiative. The process was delayed and later began in 1999, by the Missaukee-Wexford Multi-purpose Collaborative Body. The process began with organizing a new work group, collecting more data, attending more training, and producing an inventory of services targeted for the selected risk factors. The Prevention Policy Board/Delinquency Workgroup research was then collected for a variety of workshops in order to complete a risk and resource assessment, selected gaps and needs for

services, and began to select programs based on effectiveness, pertinence to the initiative and ability to measure outcomes.

The Prevention Policy Board/Delinquency Workgroup created a vision and mission of:

Ten years from now we would like to see: Every child in the Wexford and Missaukee community have the nurturing, support, and opportunity to become a responsible and resourceful individual. Our mission is to mobilize support from the community to build healthy generations through the development and implementation of a multi-year plan to prevent youth problem behaviors.

The Prevention Policy Board/Delinquency Workgroup vision and mission become reality as families have access to community resources, services and programs which promote family wellness.

The Prevention Policy Board/Delinquency Workgroup goal is:

to enhance the protective factors in our community using a collaborative interagency approach for youth and families, by offering opportunities and supportive services. This multi-year plan is intended to reduce juvenile delinquency and promote family wellness.

- Juvenile delinquency will decrease.
- The development of a collaborative/interagency approach to reduce juvenile delinquency.
- 100% of youth identified as "at risk" will receive appropriate preventative services.
- 100% of families in our community will receive educational material on community resources.
- A decrease in the measured priority risk factor indicators.
- All families "at risk"²¹¹ will receive case management services and home visits.
- An increase in community participation in prevention programs.
- The community will develop a common definition of juvenile delinquency.
- Provide prevention interventions to families at risk through agency and/or activities best suited to meet the needs of each family.
- Establish a data baseline in schools to measure out of school suspensions and expulsions.
- Evaluate the effectiveness of this collaborative effort.

The overall prevention objectives identified by the PPB/DW are:

- To reduce the number of delinquency out of home placement, by 5% by the year 2004.
- To reduce the number of substantiated child abuse and

neglect referrals, by 5% by the year 2004.

- To increase the number of parents who will receive in-home parenting education, by 10% for each subsequent year.

- To reduce the number of in and out-of-school suspensions and expulsions by 15% by the year 2004.

Risk Factors and Program Plan include three risk factors determined as a priority in the Wexford-Missaukee Community. They are:

FAMILY MANAGEMENT (Substance abuse, delinquency, violence, teen pregnancy, and school drop-out): Poor family management practices are defined as having a lack of clear expectations for behavior, failure of parents to supervise and monitor their children (knowing where they are and with whom they're with), and excessively severe, harsh, or inconsistent punishment. Children exposed to these poor family management practices are at higher risk of developing all of the health and behavior problems listed as adolescent problem behaviors by the Communities That Care material.

FAMILY CONFLICT (Substance abuse, delinquency, violence, teen pregnancy, and school drop out): Persistent, serious conflict between primary caregivers and children appears to enhance risk for children raised in these families. Conflict between family members appears to be more important than family structure. Whether the family is headed by two biological parents, a single parent, or some other primary caregiver, children raised in families high in conflict seem to be at risk of all problem behaviors.

EARLY AND PERSISTENT ANTISOCIAL BEHAVIOR (Substance abuse, delinquency, violence, teen pregnancy, and school drop-out): Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency, violent behavior, and when a boy's aggressive behavior in the early grades is combined with hyperactivity or attention deficit disorder. This risk also includes persistent antisocial behavior in early adolescence, such as misbehaving in school, skipping school, and getting into fights with other children. Both girls and boys who engage in these behaviors in early adolescence are at increased risk.

Programs identified which address the Priority Risk Factors:

- Early and Persistent Antisocial Behavior and Family Management: The Family Development Research Program.
- Family Conflict, Family Management Problems, Early and Persistent Antisocial Behavior: Behavior Systems Family Therapy (FFT).
- Early and Persistent Antisocial Behavior: The Improving Social Awareness Social Problem Solving Project and The School Development Program.

The Wexford-Missaukee Juvenile Delinquency Prevention Initiative Workgroup selected these programs based on past researched based effectiveness, pertinence to

²¹¹ At risk is determined by the District Health Department #10.

the initiative and ability to measure outcomes.

The Wexford-Missaukee Juvenile Delinquency Prevention Initiative Work Group has used the following

local data to measure and indicate which three priority risk factors would be focused on in the community:

Risk Factors	
Family Conflict	a. Annual divorce rate b. Single parent households c. Delinquency repeat placement d. Substantiated children's protective services e. Domestic violence indicators
Family Management Problems	a. Abuse and neglect referrals, and substantiated CPS referrals b. Children living outside the home and domestic violence indicators c. Delinquency caseload d. Delinquency out-of-home placement e. Delinquency repeat placement
Early and Persistent Antisocial Behavior	a. School discipline indicators b. Delinquency caseload, delinquency out-of-home placements c. Delinquency repeat placement d. Substantiated children's protective services referrals e. Domestic violence indicators.

These risk factors are currently measured at:

Risk Factor Measures						
		1980	1985	1990	1995	1996
Children living outside the home (family management)	Missaukee-Wexford (census)			5.4%	5.4%	5.4%
	Michigan (census)			8.1%	8.1%	8.1%
	United States (Communities That Care)	4.0%	3.0%	3.0%	4.0%	4.0%
		1994	1995	1996	1997	1998
Abuse and neglect referrals per 1,000 children (family management)	Missaukee-Wexford (FIA records)	7.3	8.2	8.9	11.9	10.8
	Michigan (FIA records)	5.98	5.96	5.98	6.29	6.47
	United States (Communities That Care)	3.9	3.9			
			1995	1996	1997	1998
Annual divorce rate per 1,000 residents (family conflict)	Missaukee-Wexford (County Clerk records)		6.18	5.78	6.17	5.05
	Michigan (County Clerk records)		4.10	3.99	3.97	4.08
	United States (Communities That Care)		4.60	4.60	4.60	4.60
			1990	1991	1995	1996
Single parent family households (family conflict)	Missaukee-Wexford (census)		22.6%	22.6%	22.6%	22.6%
	Michigan (census)		28.2%	28.2%	28.2%	28.2%
	United States (Communities That Care)		17.0%	17.0%	18.0%	19.0%

		1980	1988	1996	1997	1998
Special education classes (early and persistent antisocial behavior)	Missaukee-Wexford (Wexford-Missaukee Intermediate School District)		5.7%	5.1%	5.4%	5.4%
	Michigan (Wexford-Missaukee Intermediate School District)			11.9%	12.3%	12.5%
	United States (Communities That Care)	0.85%	0.95%		0.95%	
		1995	1996	1997	1998	1999
Delinquency caseload per 1,000 residents under age 18 (early and persistent, family conflict, and family management)	Missaukee-Wexford (FIA records)	3.50	4.00	4.36	5.45	6.80
	Michigan (FIA records)	1.99	2.15	2.30	2.40	2.45
		1995	1996	1997	1998	1999
Delinquency out-of-home placements per 1,000 residents under age 18 (early and persistent, family conflict, family management)	Missaukee-Wexford (FIA records)	1.55	1.68	1.61	2.75	1.55
	Michigan (FIA records)	1.20	1.33	1.49	1.49	1.50
		1995	1996	1997	1998	1999
Delinquency repeat placements per 1,000 residents under age 18 (early and persistent, family conflict, family management)	Missaukee-Wexford (FIA records)	0.45	0.61	0.73	1.16	0.61
	Michigan (FIA records)	0.09	0.25	0.32	0.31	0.28
		1995	1996	1997	1998	1999
Substantiated children's Protective Services referrals per 1,000 residents under age 18 (early and persistent, family conflict, family management)	Missaukee-Wexford (FIA records)	6.72	5.36	9.00	8.72	4.91
	Michigan (FIA records)	4.97	4.67	4.89	5.27	5.72
			1995	1996	1997	1998
Crisis phone calls, females and children sheltered (early and persistent, family conflict, family management)	24 hour crisis hotline calls		427	513	597	566
	Females in shelter (Cadillac Area OASIS and Family Resource Center)		121	90	102	87
	Children in shelter (Cadillac Area OASIS and Family Resource Center)		144	153	151	122

In summary, agreement centers on the need to study the impacts on children of more single parent households (increased in the past six years), and number of illegitimate births. The thesis is children and young adults are incredibly

damaged by home situations where a series of boyfriends/girlfriends move into and out of their lives.

Solutions might include an alternative support structure for children and young adults. Support structure

such as: another adult (teacher, mentoring, grandparent, big brother/big sister); institutions (school, church, community); sports opportunities (CASA-Wise, etc.); school's ability to establish structure, discipline; community commitment to not tolerate anti-social behavior, to support discipline of kids. Finally, Communities That Care™ is believed to be the long term preventative solution. However, that program must be a long term commitment by the community – far longer than the three-year grant to start the program in Wexford County.

Opinion Survey on Crime-Related Issues

A number of questions in the interview focused on respondents' levels of satisfaction with services provided either by the county or by municipalities. In particular, respondents were asked; "to rate the quality of various services" provided. Respondents were asked to "please think

of the grading system that the schools use—where A is excellent, B is good, C is adequate, D is fair, and E is poor." The "don't know" or "no opinion" response was always available to respondents, if they volunteered it.

Residents of the cities of Cadillac and Manton were asked specific questions about "various services provided in your city." The city-specific services included "police services in your city." The parallel questions asked to non-city residents focused on "Wexford County's Sheriff Department."

The following table consists of two panels: the left panel summarizes the responses of the residents who do *not* live in a city and the right panel summarizes the responses of the residents who do live in a city in Wexford County.

**Satisfaction with County and City Services
Percentage Distributions and Means**

	Non-City (N=247)							City of Cadillac or Manton (N=157)						
	Mean	A Excellent	B Good	C Adequate	D Fair	E Poor	Don't Know	Mean	A Excellent	B Good	C Adequate	D Fair	E Poor	Don't Know
Sheriff/Police	3.01	27.5	45.3	16.2	2.0	2.0	6.9	2.95	26.1	49.7	13.4	5.1	2.5	3.2

**Satisfaction with County and City Services
Percentage Distributions and Means**

	Total Sample (N=404)						
	Mean*	A Excellent	B Good	C Adequate	D Fair	E Poor	Don't Know
9-1-1 Emergency	3.41	42.8	30.0	6.7	0.7	0.5	19.3

*A = 4 points; B = 3 points; C = 2 points; D = 1 point; E = 0 points "Don't Know" responses excluded.

The 9-1-1 emergency services unit in the county receives high ratings. More than 40 percent of city and non-city residents give this service an A ("excellent") rating, and about 30 percent give this service a "good" B. Less than 10 percent of residents consider the 9-1-1 service to be of C ("adequate"), D ("fair"), or E ("poor") quality. About one city resident in six and about one non-city resident in five has "no opinion" about the 9-1-1 service, presumably because they have had no need for the service.

Respondents give the sheriff or police department and the district's schools very similar ratings. About one quarter give each of these services an A, slightly less than one half choose a B grade, and between 15 and 20 percent use a grade of C, D, or E.

Service/Civic Organizations and Social Life

A major advantage to living in Northwest Michigan is that most of the cultural amenities of a large city are within an hour's drive of Wexford County. This is particularly true with the Interlochen Center for the Arts and the Northwest

Michigan Arts Council in Grand Traverse County. The Wexford area does not have a large research university and library. However distance learning on the Internet opportunities are starting to close that gap also.

The Cadillac-Wexford County Public Library in Cadillac participates in the state-wide interlibrary loan program as well as serves as a government document repository. The library has over 170,000 volumes and is headquarters for the Mid-Michigan Library League. The County library also operates branch libraries in Buckley, Manton, and Mesick. Because the Library is actually a district library system, it also has a branch in Osceola County at Tustin. The branch libraries are a jointly funded service between the Library and the respective communities.

Service, or civic, clubs in Wexford County are numerous and play a significant role in the area's social life:

Civic and Service Clubs

Cadillac Kiwanis Club
Cadillac Lions Club
Cadillac Rotary Club
Christian Womans Club
Jaycees

- Manton Rotary Club
- Mesick Lion's Club
- Toastmasters
- Veterans Organizations
 - American Legion Post 94
 - Amvets Post 110 (Cadillac)
 - Amvets Post 120 (Mesick)
- Political Organizations
 - Wexford County Democratic Party
 - Wexford County Republican Party
- Fraternal Organizations
 - Elks Lodge 122 (Cadillac)
 - Knights of Columbus #1224 (Cadillac)
 - Mason Lodge 331
 - Loyal Order Of Moose 531 (Cadillac)
 - Odd Fellows Lodge 259
 - Rebekah Lodge 198
- Music and Art associations
 - Artists Association
 - Ancient & Honorable Band
 - Berkana²¹²
 - Clam Lake Band
 - Council for the Arts
 - Footliters, Inc.
 - Gopherwood Folk Society
 - Philharmonic Club
 - Symphony Orchestra
 - Timber Tones
- Youth Organizations
 - 4-H, Michigan State University Extension
 - Boy Scouts of America
 - Cadillac All Sports Association (CASA)
 - Community School Program
 - Girl Scouts of America

Senior/Elderly Clubs

- Harrietta Retirees Club
- Manton Area Retirees, Inc.
- Mesick Golden Agers, Inc.

Other organizations, too numerous to list, are social and special interest organizations such as the Cadillac Scandinavian Society, Wexford County Historical Society which operates a museum.

Churches in Wexford County represent several Christian denominations. There are not any non-Christian religious establishments in the county. Denominations represented are: Assemblies of God, Baptist, Baptist-Independent, Bible, Catholic, Christian Reformed, Church of God, Congregational, Covenant, Episcopal, Evangelical, Lutheran, Lutheran ELCA, Lutheran Missouri Synod, Methodist Free, Methodist United, Nazarene, Pentecostal Church of God, Presbyterian, Reorganized Church of Jesus Christ of Latterday Saints, Salvation Army, Seventh Day Adventist, Wesleyan, and a non-denominational church in Buckley.

Opinion Survey on Cultural Quality of Life

Residents have differing opinions about what is needed for enhancing life in the county. A series of questions in the interview schedule 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 one way or the other 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 some of these questions. The initiatives that receive the most support are listed first and those with the least support are listed last.

²¹²Berkana is an organization for educational and healing opportunities for people to find peace of mind, healing of body, and a search for meaning in their lives. *Berkana* is an ancient Nordic term from the Rune stones which means, growth, new beginnings, and transformation.

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
More activities for teenagers	1.71	41.3	44.3	11.9	0.5	2.0
Better coordination of city/county planning	1.68	36.7	53.1	5.2	0.5	4.5
More activities for children	1.90	31.9	43.1	19.3	1.5	4.2
More land as "open space"	1.97	28.2	43.8	21.0	2.2	4.7
More cultural enrichment	1.94	21.0	56.7	13.6	0.7	7.9
More parks	2.24	15.8	42.1	35.6	1.5	5.0
More recreational access to lakes	2.42	11.4	34.4	45.3	3.0	5.9

*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. However, the differing levels of support expressed by respondents suggest the clustering of new initiatives into four groups. The highest level of support is found for providing new activities for teenagers 13 to 18 years old and for improving city/county planning. 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 simply "agree." Similarly, 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.

Between about 20 and 30 percent of respondents also "strongly agree" to each of these statements:

- "The county needs to provide more activities for children 12 years and younger;"
- "More land in the county should be set aside to remain as 'open space'—that is, space that is not developed;"
- "More opportunities for cultural enrichment need to be provided in the county."

However, in each case, the percentage of respondents *disagreeing* with the statement is between about 15 and 20 percent.

Support for more parks, and more recreational lake access is relatively low. Less than 20 percent of respondents "strongly agree" that "more parks are needed in the county, and that "there is a need for more access to lakes for recreational purposes." More than one third of residents disagree that there is a need for more parks; and almost one half of residents disagree that more access to lakes for recreation is needed.

To gain a better sense of residents' thinking on a few of these initiatives, residents favoring a change were asked an open-ended follow-up question. In particular, respondents who agreed that there should be more cultural enrichment opportunities were asked: "What kinds of opportunities for cultural enrichment would you like to see?" A similar question was asked to residents who favored more activities for children and more activities for teenagers.

These open-ended responses were coded into a series of discrete categories. The categories as well as the frequency and percentage of respondents coded in each are found in the following tables. The complete texts of responses, as recorded by interviewers, are found in Appendix C of the survey report. The appendix is organized so that responses appear by question and then by the code categories found in the table.

Responses to Open-Ended Questions about Ways of Improving Aspects of the Quality of Life: Code Categories, Frequency and Percentage Distributions

*Suggestions for Increasing Cultural Enrichment**

Category	Number	Percentage
Theater	69	22
Music	68	22
Art	41	13
Museums	34	11
Educational activity	16	5
Other	81	26
Don't know/No response	106	34

*Percentages based on N=314. Any one respondent's comment may be coded into more than one category. Consequently, percentages will not equal 100%.

*Suggestions for Increasing Activities for Teenagers**

Category	Number	Percentage
Teen/Youth center for activities	93	27
Recreation/Activities	80	23
New, different, or more facilities	43	12
Sports, games, competitions	39	11
Cultural/educational activities	20	6
Other	74	21
Don't know	77	22

*Percentages based on N=346. Any one respondent's comment may be coded into more than one category. Consequently, percentages will not equal 100%.

*Suggestions for Increasing Activities for Children**

Category	Number	Percentage
New, different, or more facilities	74	24
Recreational/Activities	74	24
Center/Place for activities	53	17
Sports, games, competition	33	11
Cultural/educational activities	20	7
After school activities	8	3
Other	46	15
Don't know	76	25

*Percentages based on N=303. Any one respondent's comment may be coded into more than one category. Consequently, percentages will not equal 100%.

Respondents who favored increasing cultural opportunities in the county were most likely to want to see more musical events, followed by more exposure to art and to museums.

Residents interested in more activities for teenagers were especially likely to suggest the development of a teen or youth center. A number of these respondents suggested creating a YMCA. Residents also mentioned the need for more recreational activities. Specific suggestions ran the gamut from "teen dances" to "arcades" and "game rooms."

Suggestions for enhancing activities for children emphasized the need for more facilities for different types of activities. Suggestions for such new facilities included "playgrounds," "rollerblading places," "skating rinks," and a "swimming pool." A number of residents simply

mentioned the types of recreational activities that they would like to see for children in the county. Examples from respondents include: "arts and crafts," "outdoor activities," "movies," "camps," and "holiday parties." Finally, near the end of the survey interview, all respondents were asked a simple, open-ended question dealing with the quality of life in the county. In particular, they were asked: "What do you believe is the most important issue affecting the quality of life in Wexford County?" CARRS staff engaged in a similar process to code these responses into categories. A summary of the categories and the responses in found in the following table. Again, the text of these responses, organized by question and category, is found in Appendix C of the survey report.

Responses to Open-Ended Question about Most Important Issue Affecting the Quality of Life: Code Categories, Frequency and Percentage Distributions

Category	Number	Percentage*
Environmental issues	83	21
Economic issues	55	14
Governmental issues	42	10
Number of people/Growth	38	9
Education/Schools	23	6
Issues regarding youth	19	5
Healthcare issues	16	4
Other	68	17
Don't know/Not sure	91	23

*Percentages based on N=404. Any one respondent's comment may be coded into more than one category. Consequently, percentages will not equal 100%.

Respondents—more than 20 percent of them—mention issues related to the environment as the “most important issue” affecting the quality of life in the county. Examples of responses included in this category are: “preserving our natural resources,” “burning tires should not be allowed,”²¹³ “water and air needs to stay clean,” and “wildlife and environment—needs to be kept northern feeling.”

More than 10 percent of respondents also consider one of a number of economic issues to be critical to the quality of life. For example, one respondent noted that “career opportunities are not available in the area.” Another stated that “so much land has become commercialized—so that people with low incomes now have no places to go because that land has been sold for commercial reasons.” Still another noted the “low wage scale.”

About 10 percent of residents in the sample also

considered an issue related to the operation of government (including governmental regulations and law enforcement) to be “most important.” One respondent said that the most important issues affecting the quality of life is “having a well thought out and researched plan for growth.” Another respondent was concerned about “the increased crime rate.” Yet another respondent simply noted that there is “no money, no funds for anything—roads, schools, everything.”

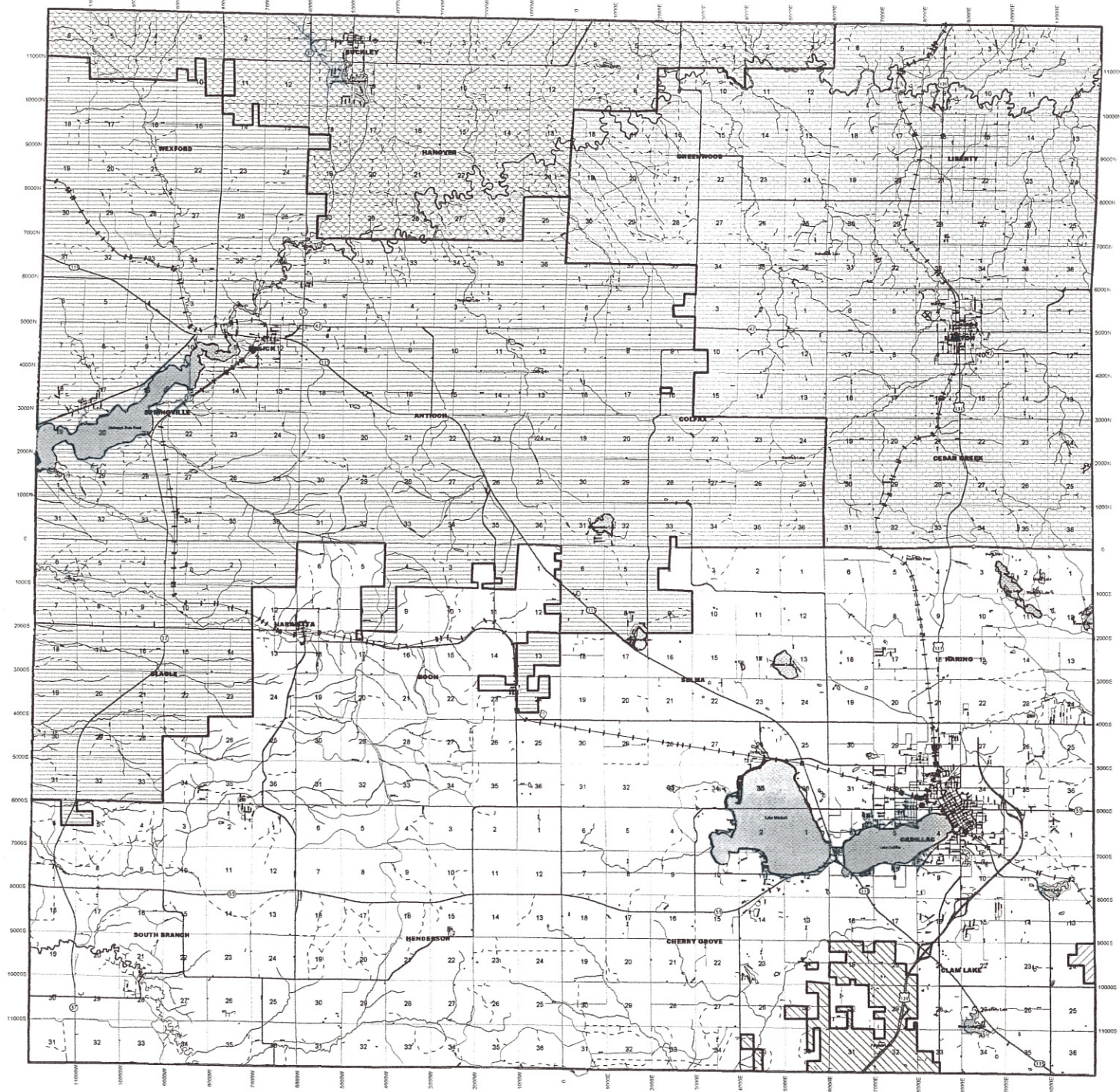
No other category contained responses from more than 10 percent of members of the sample.

Respondents were also asked a general question about their preferences for growth and change in the county. Residents were asked to speculate about whether the quality of life in Wexford County would “increase, decrease, or stay about the same over the next 10 years.” The following table shows that residents are relatively optimistic, with more than one half expecting an increase in the quality of life, more than 30 percent expecting no particular change, and only 10 percent anticipating a decrease.

²¹³ At the time of the survey, the issue of tire burning at Cadillac Energy Inc., without scrubber stack pollution control equipment, was a politically hot issue in the Cadillac area.

**Opinions about Growth and Change:
Percentage Distributions**

	Increase	Decrease	Stay the Same	Don't Know
Expectation about quality of life in county over 10 years	54.0	10.1	32.4	3.5



School Districts

- School Districts**
- BUCKLEY
 - CADILLAC
 - MANTON
 - MESICK
 - McBAIN
 - PINE RIVER



2 0 2 4 Miles

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) from tax records and data from the Wexford-Missaukee Intermediate School District and the Michigan Information Center of the Michigan Department of Management and Budget.

Chapter B10: Economics

APPROXIMATELY 19.7 percent of Wexford County's taxable valuation is from industrial and commercial enterprises. Corporations, large and small, contribute to the broad employment in the county. The commercial segment of the County's businesses, 12.5% of the 1997 Taxable Valuation, are equally varied. It is comprised of 223 retail sales establishments, 47 wholesale sales establishments, 7 accounting/bookkeeping firms, 14 legal services firms, 16 general building contractors, 2 management and public relations firms, 3 commercial printing firms and numerous other businesses providing engineering and computer services.²¹⁴

Industrial

THERE are four industrial parks in the County with over

a total of 370 acres available for manufacturing (345 acres in Cadillac City). The industrial parks are

- Buckley Industrial Park, Buckley
- Cadillac Industrial Park, Cadillac (c1970s)
- Guy VanderJact²¹⁵ Industrial Park, Cadillac (c1980s)
- Manton Industrial Park, Manton
- James E. Potvin²¹⁶ Industrial Park (under development), Cadillac (2001-2002)

Industrial employers dominate the list of the largest employers in Wexford County. The 10 largest employers are:

²¹⁴First of Michigan Corporation, Public Finance Department; *Wexford County Building Authority, County of Wexford, State of Michigan, Building Authority Bonds, Series 1998* prospectus. 1998.

²¹⁵Guy VanderJact, a former United States Congressman, of Baldwin, was instrumental in securing funding for Cadillac's early industrial parks.

²¹⁶The industrial park was named after James E. Potvin, 1919-2001, who formed Western Concrete Products, Inc. with two others, was a member of the Cadillac Area Schools board, and on the board of a local bank. He played a major role in the industrial development of Cadillac and was involved in the creation of the first two industrial parks in Cadillac.

Largest Employers

Company	Product or Service	Approx. Number of Employees 1997 ²¹⁷	Approx. Number of Employees 1999 ²¹⁸	Approx. Number of Employees 2000 ²¹⁹	Approx. Number of Employees 2000 ²²⁰
Avon Rubber ²²¹ (formerly Cadillac Rubber & Plastics (Parent Company; Avon Rubber P.L.C. of Bradford on Avon, England))	Mechanical rubber manufacturing	890	892	802	817
Mercy Hospital (Parent Company Health Services North, Partnering with Munson Healthcare)	Hospital	675	675		550
Four Winns Inc. ²²² (Genmar Industries, Minneapolis, Minnesota, formerly OMC -- Outboard Marine Corp, Waukegan, Illinois)	Boat manufacturing	750	550	750	550
Michigan Rubber Products, Inc. (Parent Company: SKM-ATP)	Mechanical rubber manufacturing for automotive and industrial uses.	400	500	575	498
Hayes Lemmerz (formerly CMI Cast Parts Inc. (Parent Company; Hayes Lemmerz Intl, Romulus, Michigan))	Ductile iron castings manufacturing	640	460	540	423
Rexair (Parent company: USI, Islen, New Jersey)	Vacuum cleaner manufacturing	450	450	450	367
Cadillac Area Public Schools (Cadillac, Michigan)	Public school district	425	425	450	
Meijer, Inc. (Grand Rapids, Michigan)	Retail box store	0	650		286
AAR Cadillac Mfg., (Parent company; AAR Corporation of Wood Dale Illinois)	Mobility systems (pallets, containers, shelters), laminates for aircraft, and panels (floor, wall, ceiling) manufacturing	175	320	394	223
Fiamm Technologies (Parent Company; Fiamm Technologies, Vercza, Italy)	Automotive and marine air horn manufacturing	n/a	240	240	213
Lakeview Lutheran Manor (LLM) Inc.	Medical care	200	200		
BorgWarner (formerly Schwitzer Group, formerly Kuhlman Corp, formerly Kysor Cooling Systems (Parent Company; BorgWarner, Indianapolis, Indiana))	Metal and polymer fans, fan drives, radiator shutters, and temperature control systems manufacturing for commercial, agricultural and military vehicles.	200	183	183	160
Paulstra CRC (Parent company; Paulstra CRC, Grand Rapids, Michigan)	Automotive anti-vibration mounts manufacturing	n/a	149	149	152

There are a total of 41 manufacturers in the Cadillac urban area. A graph showing a moderately strong and sustained growth in manufacturing employment trends for the past two decades is on page 248.

Of the manufacturers in Wexford County, only nine are outside the immediate Cadillac area, employing a total of

109 persons. This underlines the dominance of Cadillac in Wexford County in providing manufacturing employment. Manufacturers not located in the City of Cadillac or Haring Charter Township are:

Buckley:

- Seneca Foods Corporation (Seneca Food

²¹⁷1997 data from First of Michigan Corporation, Public Finance Department; *Wexford County Building Authority, County of Wexford, State of Michigan, Building Authority Bonds, Series 1998* prospectus. 1998.

²¹⁸1999 data from: Cadillac Area Chamber of Commerce; *1999 Cadillac Area Industrial Guide*; 1999.

²¹⁹2000 data from "Industrial Employment;" *Cadillac News*; March 22, 2000; page D6 (source not cited).

²²⁰June 1, 2001 data from "Community Profile of Wexford County;" *Relocation Package*; Cadillac Area Chamber of Commerce; June 2001.

²²¹Associated companies in Cadillac include Avon Automotive and Avon Technical Products.

²²²Four Winns operates three manufacturing facilities in Cadillac: Thirteenth Street Plant, Trailer Plant, and Frisbie Street Plant.

Corporation, Marion, New York) (process cherries), 15 employees.

- Precision Building Systems (Eastwood Homes) new.

Harrietta/Yuma:

- Wexford Sand Company (Fairmount Minerals) (sand strip mine), 20 employees.

Manton:

- Cor-Tech Industries, (Precision CNC machining and hydraulic cylinder repair) 7 employees.
- L & L Manufacturing, (dedicated tube bending fixtures) 4 employees.
- Michigan Casting Service, Inc., (aluminum castings) 5 employees
- R & B Grinding Service, (production grinding ODID Centerlines) 4 employees
- Rieth Riley Construction Company (Reith Riley Construction, Goshen, Indiana), (paving contractor)

25 employees.

- Wildcat Buildings, Incorporated, (steel building manufacturer and erection) 12 employees.
- Avon Rubber (formerly Manton Industries) Manton Plant (number of employees are included within the 892 employed by Avon Rubber in Wexford County).

Mesick:

- Mesick Mold Company (injection molds for rubber and plastics industries), 17 employees.
- NEPCO (injection molds).

Rural:

- Saw mills and logging operations.

The list of the ten largest taxpayers in Wexford County is also dominated by manufacturers:

Largest Tax Payers

Company Name	Product or Service	2000 Taxable Valuation ²²³
Consumers Energy (Parent Company; CMS Energy, Dearborn, Michigan)	Electric utility company, hydro-electric dam operator.	\$21,352,342
Cadillac Energy (Cadillac Renewable) (Parent company; Energy and Decker International, Minneapolis, Minnesota)	Electric generation plant	\$16,478,500
Hayes Lemmerz (formerly CMI Cast Parts Inc. (Parent Company; Hayes Lemmerz Intl, Romulus, Michigan))	Ductile iron castings manufacturing	\$16,277,200
Avon Rubber ²²⁴ (formerly Cadillac Robber & Plastics (Parent Company; Avon Rubber P.L.C. of Bradford on Avon, England))	Mechanical rubber manufacturing	\$12,697,524
Meijer, Inc. (Grand Rapids, Michigan)	Retail box store	\$9,319,700
Rexair (Parent company: USI, Islen, New Jersey)	Vacuum cleaner manufacturing	\$6,733,500
Fiamm Technologies (Parent Company; Fiamm Technologies, Vencza, Italy)	Automotive and marine air horn manufacturing	\$5,557,800
Michigan Department of Transportation	State highway department	\$5,188,152
Michigan Consolidated Gas (Parent Company; ANR, Detroit)	Natural gas utility company	\$4,378,336
Michigan Rubber Products, Inc. (Parent Company: SKM-ATP)	Mechanical rubber manufacturing for automotive and industrial uses.	\$4,364,830
Lakeland Square Associates	Shopping mall (Wal-Mart)	\$4,014,518
Four Winns Inc. ²²⁵ (Genmar Industries, Minneapolis, Minnesota, formerly, OMC -- Outboard Marine Corp, Waukegan, Illinois)	Boat manufacturing	\$3,642,554

²²³Based on Wexford County Equalization Department 2000 Taxable Valuation of the property, prior to the Tax Board of Review modifications.

²²⁴Associated companies in Cadillac include Avon Automotive and Avon Technical Products.

²²⁵Four Winns operates three manufacturing facilities in Cadillac: Thirteenth Street Plant, Trailer Plant, and Frisbie Street Plant.

EIG Cadillac Mall	Retail box store (K-Mart)	\$3,478,242
Paulstra CRC Corporation (Parent company; Paulstra CRC, Grand Rapids, Michigan)	Automotive anti-vibration mounts manufacturing	\$3,305,900

Retail and Service

A graph illustrating a continuing strong growth in retail and service employment trends for the past two decades is found on page 247 and 247. The number of retail and service jobs in Wexford-Missaukee has more than doubled in the past two decades. This reflects a nationwide trend toward a service economy. The 1997 U.S. Economic Census counts 174 retailers in Wexford County, with \$359.1 million in sales during 1997. The per capita sales is \$12,319, where

the Michigan average is \$9,581 (and national average is \$9,195 per capital retail sales). Thus supports the idea that Cadillac is a regional retail center. Retail sales in the county is summarized in the following table.²²⁶

²²⁶"Survey of Buying Power," *Sales and Market Management Magazine*.; September 30, 1997.

Retail Sales

For 1996, dollar amounts are in thousands. (Numbers are the NAICS classification)	County of Wexford		State of Michigan		United States	
	Retail Sales	% of Total	Retail Sales	% of Total	Retail Sales	% of Total
441 Automotive	\$111,351	28.6%	\$26,145,834	27.5%	\$605,127,843	24.5%
445 Food	\$40,915	10.5%	\$12,478,128	13.2%	\$424,090,654	17.2%
General Merchandise	\$49,671	12.8%	\$14,960,147	15.8%	\$309,403,914	12.6%
772 Restaurants	\$32,501	8.3%	\$9,260,083	9.8%	\$243,842,859	9.9%
442-443 Furniture & Appliances	\$27,254	7.0%	\$5,598,071	5.9%	\$134,370,229	5.5%
Other 444,	\$128,004	32.8%	\$26,344,655	27.8%	\$748,341,627	30.3%
Total	\$389,696	100.0%	\$94,786,918	100.0%	\$2,465,147,126	100.0%

The 1997 Economic Census for Wexford County for retail and service industries provides the following data:

Retail and Service Data

NAICS classification numbers	Industry Description	Number of establishments	Sales or receipts
42	Wholesale Trade	29	\$83,494,000
44-45	Retail Trade	174	\$359,132,000
54	Professional, scientific, & technical services	42	\$18,217,000
56	Administrative & support & waste management & remediation services	24	\$25,527,000
61	Educational services	3	withheld
62	Health care & social assistance	67	\$33,184,000
71	Arts, entertainment, & recreation	19	\$7,136,000
72	Accommodation & food services	88	\$39,747,000
81	Other services (except public administration)	51	\$17,444,000

The following table reflects the estimated effective household buying income of residents in Wexford County, compared to Michigan and the United States.²²⁷

²²⁷"Survey of Buying Power;" *Sales and Market Management Magazine*.; September 30, 1997.

Estimated Effective Household Buying Income

Estimated Effective Household Buying Income (E.H.B.I.)	Percentage of Households		
	County of Wexford	State of Michigan	United States
Under \$19,999	37.8%	28.3%	28.7%
\$20,000 to \$34,999	25.9%	21.7%	23.2%
\$35,000 to \$49,999	18.3%	18.4%	18.2%
\$50,000 and over	18.0%	31.6%	29.5%
Median ²²⁸ E.H.B.I.	\$26,645	\$35,076	\$33,482
Average ²²⁹ E.H.B.I.	\$32,973	\$42,318	\$42,191

²²⁸“Median” means the middle value. There are the same number of people with an income above as there are with an income below this amount.

²²⁹“Average” means the mean; Adding up all the individual incomes, and dividing the sum by the number of individual incomes.

LANGWORTHY LEBLANC (consultants for the City of Cadillac) estimates family income for the county at \$51,542 (average 1999) and \$40,236 (median 1999).²³⁰ Thus, based on an income factor of 2.5 to indicate what a family can afford for housing, means homes priced at about \$100,590 (median family income for 1999) and a \$128,855 home (median household income for 1999) should be the mid-range housing cost.

Wexford has many low paying jobs, or jobs which provide poor benefits. This is illustrated with over 1,159 households receiving food stamps when unemployment was relatively low in August 2000 (with 5.3% unemployment). During the period when there was a small economic downturn and FourWinns was being sold to another company 1,463 households received food stamps (January-February 2001 with 13.7% unemployment).

There are five banking institutions with 12 branches operating in the county:

- Citizens Bank (formerly BankOne, (formerly NBD Bankcorp)), 6 branches
- Chemical Financial Corp, 2 branches
- North Country Bank, 1 branch
- Northwestern Savings Bank & Trust, 2 branches
- 5/3 Bank (formerly Old Kent Financial Corp), 2 branches

Government

CADILLAC is a "mini-governmental center" with government employees climbing to just over 2,000. Cadillac has multi-county service centers for the Michigan Department of Transportation, Michigan Department of Environmental Quality, Michigan Department of Natural Resources, Michigan Federal Surplus Property Warehouse, United States Department of Agriculture Farm Services agency and Rural Development offices, the Huron-Manistee National Forest supervisor's office of the United States Forest Service, in addition to the local service offices commonly found in a county (Employment Agency, secretary of state motor vehicle division, and so on). Government employee trends are illustrated on a graph found on page 248.

Agriculture

AGRICULTURE, which represents 4.9% of the 1997 Taxable Valuation, plays a vital role in the economy of the county. There are 248 farms averaging 177 acres. The farms raise cash crops of corn, hay, oats, and wheat. Of those farms, 61 are Christmas Tree producers. Wexford County is among the top counties in the state (varies from year-to-year from #1 to #3 county) in Christmas Tree

production.²³¹ The value of Christmas Tree production in the three to four county area around Cadillac, often exceeds the value of the northwest Michigan's cherry industry. There are 25 dairy farms in the county – a part of the dairy farm belt which centers in Missaukee and Osceola Counties.

Unemployment

UNEMPLOYMENT has traditionally been problematic in the Wexford-Missaukee Counties' labor market area. Graphs illustrating the number of unemployed is on page 246 and a graph of the unemployment rate is found on page 246. Unemployment peaked (during a severe national recession) in 1982 at 17.57% annual average (2,765 individuals without jobs). Unemployment was at over 20% in the winter peak seasonal fluctuation. In 1999, unemployment was near 6.41% (1,398 individuals without jobs) and below 5% in the summer low seasonal fluctuation – considered by some to be nearly full employment. There is antidotal stories of manufacturers not able to expand their work force due to an inability to find skilled workers or individuals with desired work habits. This is a recent phenomenon, without an indication if it is permanent or how long it will last.

The 6.4% may seem high for "full employment," but it may not be. Individuals who live elsewhere will choose to locate in northern Michigan (at a family summer home, etc.) when unemployed. Because they are here, and registered with Michigan as unemployed here, they are counted as part of Wexford-Missaukee's unemployment rate. Northern Michigan has a higher than state-wide average of low education levels, illiteracy levels, and so on. That segment of the work force is expected to be larger here than in urban areas. There is also a segment of the population which does not want, or can not, work.²³² One can generalize lower cost housing and living costs, as well as a desire to live up north (in a family summer home), tend to encourage people in these situations to locate in this area of Michigan. Collectively, this can represent about 600-800 people in a labor market of this size.

The situation of high unemployment has normally been the issue of concern for most northern Michigan communities. Traditionally, efforts have been to attract new industry, retail, and service businesses to an area and to assist existing businesses to expand with tax incentives, free land, and public-private development partnerships. Inasmuch as there may be a belief the nation's economy may return to a situation of high unemployment, economic strategic planning should take this into account.

²³⁰ Langworthy LeBlanc, "Demographic Profile," working paper data sheets for *City of Cadillac Master Plan Update*; 1999.

²³¹ Likewise, Michigan is among the top producers of Christmas Trees in the United States.

²³² Disability, recovering war veteran, partial or early retired military or other profession, and so on.

Tourism

THE seasonal fluctuation of unemployment (see graphs on page 246 (number unemployed) and page 246 (unemployment rate)) is mainly explained by the seasonal tourist nature of the labor market area's economy. There are 2,785 jobs, or 15%, which are directly related to tourism. This is estimated in using the following assumptions:

There are 33 hotels, motels, b&b (847 rooms)²³³ and 16 campgrounds (1,558 camp sites),²³⁴ collectively employing 582 people. These jobs are considered 100% tourist based.

There is an estimated 7,514 (annual average per day) number of visitors in the county,²³⁵ based on the capacity and average occupancy rate of seasonal homes, hotels, motels, campgrounds. This represents 27% of the county's total population.

It is assumed tourists and seasonal residents use retail and services proportionately to their number. Thus, using the 27% of the county's total population, and applying that same percentage to the remaining total labor force employed in retail, utility, transportation, wholesale, and service industries, results in 2,203 jobs which are tourist dependant.

582 (employed in hotels, motels, campgrounds) + 2,203 (27% in remaining in retail and services) = **2,785, jobs are tourism-dependant** (15% of the Wexford labor force estimated 17,410 employed labor force²³⁶).

Using the Michigan Economic Impact Calculator for rural regions²³⁷ provides an estimate of **2,848 tourist-based jobs** in Wexford County (assuming 914,000 visits in party

nights (7,512 average visitors per day), with 9% staying in motels, 14% camping, 24% staying in a seasonal home, 15% staying with friends and relatives, and 11% as day visitors. The proportions of types of visits are estimated using data developed by Daniel J. Stynes, Michigan State University Department of Park, Recreation and Tourism Resources.²³⁸

Using two separate systems to construct the estimate, the number of jobs which are tourism-dependant are relatively similar: 2,785 and 2,848 full time equivalent jobs.

Jobs

ECONOMIC labor market area data is used to develop the employment estimates and the graphs on employment, below. The labor market area data is from the Michigan Department of Career Development, Employment Service Agency, Office of Labor Market Information.²³⁹ The data combines labor estimates for both Wexford and Missaukee Counties. It is not economically feasible to separate data for the two counties.

(The Cadillac Area Chamber of Commerce, in its materials and in its housing studies, provides data for the "greater Cadillac, Michigan, area:" a three county region consisting of Wexford, Missaukee and Osceola Counties. For other purposes, a circle approximating a 45 minute drive is used to represent Cadillac's hinterland.²⁴⁰ Others include the northeast portion of Lake County.)

The purpose of this report is to focus on Wexford County. Thus the Wexford-Missaukee Labor Market Area data will be presented because it is not possible to break out data for just Wexford County. About 85% (17,410) of the jobs in the labor market area are in Wexford County, with 15% (3,073) in Missaukee County.²⁴¹

The following table presents annual employment averages for Wexford-Missaukee Labor Market Area.

²³³Cadillac Area Visitors Bureau; *Cadillac Visitors Guide*; Harbor Directories; 1995. *Phone Guide*; Noverr Publishing Inc.; 2000-2001. (This does not include Holiday Inn Express' 65 rooms opening in 2002.)

²³⁴Wexford Office of District #10 Health Department; DEQ DWRP EH RR Program - list of licenced campgrounds.

²³⁵Based on 9,923 seasonal homes with 2.6565 people per home, + legal capacity of lodging and campground establishments (3,364 and 9,568), factored by estimated occupancy rates provided by West Michigan Tourist Association.

²³⁶Using 20,483 people in the Missaukee-Wexford Labor Market Area, and 85% (17,410 jobs) in Wexford based on employer tax reporting (Michigan Department of Career Development).

²³⁷Stynes, Daniel (Michigan State University Professor of Park, Recreation and Tourism Resources); *Michigan Economic Impact Calculator - Rural Regions*; on the Internet at URL <http://www.msu.edu/course/pr/840/econimpact/ecimpest.html>.

²³⁸Stynes, Daniel (Michigan State University Professor of Park, Recreation and Tourism Resources); *County-level Tourism Spending Estimates*; on the Internet at URL <http://www.msu.edu/course/pr/840/econimpact/michigan/michtsm97.html>.

²³⁹Lopez, Dan; Michigan Department of Career Development, Employment Service Agency, Office of Labor Market Information; Traverse City, 1980-1999.

²⁴⁰"Hinterland" means that area around an economic center, city, from which people come to work, shop, attend social events and so on. Between two cities there would also be a line which would represent the hinterland boundary between the two cities.

²⁴¹Michigan Department of Career Development; Expo-202 quarterly Macro Report of employee taxes paid for first quarter of 1999.

Annual Employment Averages 1980-1999
Wexford-Missaukee L.M.A.

Year	Labor Force	Employment	Unemployment	Rate	Non-Wage & Salary	Wage & Salary	Manufacturing	Construction & Mining	Trans Comm. & Util.	Wholesale	Retail	Finance, Real Estate & Insurance	Services & Mining	Government	Federal Government	State Government	Local Government
1980	14,533	12,310	2,223	15.29%	2,338	9,973	2,902	285	335	323	1,750	448	1,777	2,152	200	281	1,671
1981	14,844	12,617	2,227	15.06%	2,625	9,992	2,854	271	360	340	1,817	481	1,862	2,006	198	256	1,552
1982	15,781	13,017	2,765	17.57%	2,827	10,190	2,652	192	365	321	1,879	490	2,333	1,958	194	250	1,515
1983	15,283	12,769	2,517	16.49%	2,890	9,879	2,990	206	333	333	1,831	425	1,865	1,896	196	223	1,477
1984	16,592	14,252	2,340	14.13%	3,431	10,821	3,683	206	317	381	1,906	404	1,985	1,938	194	238	1,506
1985	17,117	14,610	2,506	14.63%	3,058	11,552	4,056	231	302	381	1,958	415	2,208	2,000	192	250	1,558
1986	17,229	14,848	2,377	13.80%	3,008	11,840	3,873	292	323	365	2,204	402	2,325	2,056	196	235	1,625
1987	17,708	15,954	1,758	9.95%	3,506	12,448	3,929	360	344	362	2,352	419	2,471	2,210	181	244	1,785
1988	18,454	16,762	1,688	9.17%	3,338	13,425	4,210	390	352	371	2,446	444	2,869	2,344	181	277	1,885
1989	18,562	16,658	1,904	10.26%	3,135	13,523	3,975	335	388	392	2,662	417	2,933	2,421	190	292	1,940
1990	17,427	15,600	2,152	12.42%	1,640	13,960	3,781	396	412	417	3,150	427	2,910	2,467	223	290	1,954
1991	17,904	15,588	2,317	12.94%	1,575	14,012	3,685	350	577	448	3,104	425	2,917	2,506	198	294	2,015
1992	18,696	16,392	2,306	12.36%	1,806	14,585	3,935	454	612	456	3,052	429	3,081	2,565	190	285	2,090
1993	17,715	16,002	1,710	8.87%	2,021	13,981	4,000	452	588	423	2,831	344	3,008	2,335	165	262	1,908
1994	20,506	18,708	1,800	8.79%	2,162	16,546	5,008	456	669	494	3,300	394	3,685	2,540	192	283	2,065
1995	20,419	18,296	2,090	10.22%	1,598	16,698	4,902	452	706	510	3,490	402	3,731	2,504	192	288	2,025
1996	20,429	18,719	1,710	8.38%	1,633	17,085	5,038	515	717	519	3,560	431	3,788	2,519	175	285	2,058
1997	20,660	18,969	1,694	8.20%	2,492	16,477	4,956	600	690	485	3,602	446	3,996	2,533	175	279	2,079
1998	20,940	19,348	1,590	7.60%	1,642	17,706	4,946	644	708	473	3,612	419	4,262	2,642	192	283	2,167
1999	21,885	20,483	1,398	6.41%	1,660	18,823	5,431	662	719	490	4,040	425	4,352	2,704	200	294	2,210
2000	22,544	21,171	1,360	6.04%	1,617	19,554	5,625	629	798	581	4,052	421	4,640	2,808	213	298	2,298
2001	22,929	20,881	2,054	8.94%	1,600	19,281	4,783	700	850	646	4,348	446	4,775	2,733	204	290	2,240

The graphs on pages 246 to 248 present a visual picture of the job market in Wexford-Missaukee County. The table above provides annual averages. However, Wexford-Missaukee's economy includes annual fluctuations. The graphs on the next pages illustrate those annual cycles for the years 1980-1999.

Wexford-Missaukee has a higher proportion of its labor force in professions of sales, services, farming, forestry, and

machine operators assemblers, equipment handlers laborers than exists on a statewide average. This area has a lower proportion of executive administration management, professionals, technical, and administrative support (clerical) professions. This illustrates a work force which can be characterized as "blue collar."

Occupation: 1990 U.S. Census

Municipality	EMPLOYED PERSONS 16 YEARS AND OVER	EXECUT. ADM. AND MGT. OCCUP.	PROF. SPECIL. OCCUP.	TECH. & RELATED SUPPORT OCCUP.	SALES OCCUP.	ADM. SUPPORT OCCUP. INC. CLERICAL	PRIVATE HOUSE-HOLD OCCUP.	PROTEC-TIVE SERVICE OCCUP.	SERVICE OCCUP. EXCEPT PROTEC-TIVE SERV.	FARMING FORESTRY AND FISHING OCCUP.	PRECISION PRODUCT. CRAFT, & REPAIR OCCUP.	MACHINE OPERATOR ASSMBLRS AND INSP.	TRANSP. MAT'L MOVING OCCUP.	HANDLERS EQUIP. CLEANERS & LABORERS
Michigan Percentage	100%	11.1%	13.6%	3.6%	11.4%	15.8%		13.7%		1.6%	12.0%	9.4%	3.9%	3.9%
Wexford Percentage	100%	10.6%	11.2%	2.5%	12.2%	14.0%		14.0%		2.4%	12.3%	11.6%	4.2%	5.0%
Wexford County (83)	10,540	1,126	1,178	272	1,279	1,458	22	107	1,356	257	1,291	1,233	438	526
Antioch Twp.	219	19	14	2	19	32	0	0	26	14	31	34	19	9
Boon Twp.	188	21	8	5	15	19	0	4	28	9	29	20	13	17
Harrietta Village	35	2	2	0	2	8	0	0	7	0	0	4	7	3
Cadillac City	3,950	457	512	115	518	586	14	43	496	34	358	491	122	204
Cedar Creek Twp.	373	23	39	10	35	52	0	4	40	16	61	60	20	13
Cherry Grove Twp.	778	126	112	19	114	119	3	15	60	16	113	36	28	17
Clam Lake Twp.	841	110	105	15	85	149	3	7	84	59	112	49	39	24
Colfax Twp.	169	5	27	4	12	15	0	2	21	10	28	29	10	6
Greenwood Twp.	151	6	19	0	7	13	0	3	16	0	24	36	10	17
Hanover Twp.	341	20	14	3	36	40	0	3	62	11	67	64	7	14
Buckley Village	201	2	11	3	27	25	0	0	35	11	45	26	2	14
Haring Charter Twp.	1,200	159	131	63	143	139	0	6	195	2	149	106	38	72
Henderson Twp.	54	4	2	3	3	13	0	2	5	1	6	6	4	5
Liberty Twp.	242	12	22	6	24	29	0	2	32	8	48	39	9	11
Manton City	421	29	41	6	54	49	0	5	84	6	36	48	27	36
Selma Twp.	695	70	81	10	98	97	0	10	85	14	92	86	21	31
Slagle Twp.	120	11	19	0	2	22	2	0	6	6	5	29	15	3
South Branch Twp.	126	11	3	1	15	11	0	0	24	5	27	10	13	6
Springville Twp.	468	39	17	5	69	57	0	1	59	31	60	68	32	30
Mesick Village	139	12	12	2	12	16	0	0	22	0	12	34	7	10
Wexford Twp.	204	4	12	5	30	16	0	0	33	15	45	22	11	11

Wexford-Missaukee's economic sectors are proportionally larger than the Michigan average for Agriculture forestry mining, construction, wholesale and retail, health and education, and government. These sectors of the local economy might be considered strong. A lower proportion of the local economy, compared to the statewide

average, includes "other professions and related services." The local economy mirrors the statewide proportions in the economic sectors of manufacturing, transportation and utilities, and services.

Industry Statistics: 1990 U.S. Census

Municipality	EMPLOYED PERSONS 16 YEARS AND OVER	AGR. FOREST. AND FISHERIES	MINING	CONST.	MFG. NON-DURABLE GOODS	MFG. DURABLE GOODS	TRANSPOR-TATION	COMM. & OTHER PUBLIC UTILITY	WHOLE-SALE TRADE	RETAIL TRADE	FINANCE INSUR. AND REAL ESTATE	BUSINESS AND REPAIR SERVICES	PERSONAL SERVICES	ENTERTAIN. AND RECREAT. SERVICES	HEALTH SERVICES	EDUCAT. SERVICES	OTHER PROFES. AND RELATED SERVICES	PUBLIC ADM.
Michigan Percent	100%	2.0%		4.9%	24.6%		5.5%		22.0%			10.1%			5.8%		21.3%	3.8%
Wexford Percent	100%	3.7%		5.6%	24.3%		5.1%		25.1%			11.6%			16.6%		3.4%	4.6%
Wexford County	10,540	315	76	617	560	1,994	266	262	367	2,258	369	429	422	122	741	890	358	494
Antioch Twp.	219	16	0	15	16	62	9	4	7	35	3	2	8	0	4	17	15	6
Boon Twp.	188	7	0	17	10	47	14	4	5	32	2	8	10	0	13	5	0	14
Harrieta Village	35	2	0	3	0	8	0	0	0	12	0	0	3	0	4	0	0	3
Cadillac City	3,950	37	26	132	201	732	60	140	113	861	167	164	235	44	306	392	122	218
Cedar Creek Twp.	373	11	3	31	22	82	11	6	9	62	21	26	10	3	14	27	16	19
Cherry Grove Twp.	778	38	12	47	49	119	31	19	24	138	39	30	24	12	56	75	26	39
Clam Lake Twp.	841	62	4	54	31	124	31	17	31	167	34	37	24	14	57	59	57	38
Colfax Twp.	169	10	4	9	12	52	2	0	0	31	4	4	0	0	26	9	3	3
Greenwood Twp.	151	0	2	9	16	46	10	0	0	30	2	0	4	0	5	19	2	6
Hanover Twp.	341	15	0	43	17	75	3	7	17	66	4	21	10	9	19	22	3	10
Buckley Village	201	10	0	27	11	33	3	3	13	33	4	10	10	5	12	22	3	2
Haring Charter T.	1,200	24	3	73	50	200	35	21	52	313	40	55	19	19	119	101	27	49
Henderson Twp.	54	4	0	10	3	12	0	0	5	6	0	0	3	0	5	2	0	4
Liberty Twp.	242	8	0	22	16	55	2	0	12	55	0	8	5	4	27	14	4	10
Manton City	421	6	0	31	22	79	9	16	9	118	5	5	17	6	22	34	23	19
Selma Twp.	695	16	4	48	52	134	13	21	20	157	29	19	25	4	36	58	35	24
Slagle Twp.	120	8	9	9	7	27	2	0	8	4	2	4	10	0	5	14	3	8
South Branch Twp.	126	5	0	18	5	14	14	0	5	34	0	6	2	5	6	9	0	3
Springville Twp.	468	30	4	40	25	91	15	3	37	103	11	27	16	0	14	19	16	17
Mesick Village	139	3	0	12	6	35	0	0	7	25	9	10	9	0	6	6	11	0
Wexford Twp.	204	18	5	9	6	43	5	4	13	46	6	13	0	2	7	14	6	7

In the future, it is anticipated the employees will be following one of two career paths.²⁴² The first will be “high tech,” which will be characterized by high pay, high levels of education, computer use and programing, and a need for Internet access and the possibility of telecommuting. The second career path will be “service” oriented characterized by low paying jobs, low amount of education needed, and ability to use a computer.

In northwest Michigan the fastest growing industries in 1997 were construction, service industry, health care, transportation/public utilities, finance/insurance/real estate, durable and nondurable goods in certain counties. The slowest growing industries in 1997 were government, retail, mining, durable and nondurable goods in the other counties.

Keeping up with new technology will be a major challenge for industry and individuals seeking to remain employable. Already the basic skills are not as basic as they used to be. “Basic” now means ability to read, write, speak, and computer use. There is a continuing problem with a widening gap between people who have the finances and resources to be computer literate and those who are not. This “digital divide” is often based on income. Having, or not having a high level of computer skill will result in one going into a “high tech” or a “service” career path.

Futurists further predict that the continued growth of “high tech” jobs will continue to bring about additional changes:²⁴³

- The virtual office will never close.
- There will be less significance in the meaning “going to work” and career apparel will continue to have less importance.
- A reduction in face-to-face interactions will occur.
- Virtual companies with employees scattered worldwide will bring on new challenges in communicating across international boundaries.

To attract the potential population that can work anywhere and live in Wexford County means presenting a high level of quality of life. This issue is not just confined to the future. Industries in Wexford County already expressed their difficulty attracting upper-end management, engineers, computer specialists to come and work in the Cadillac area. Again the issue is quality of life. By quality of life one is referring to cultural events, up-scale housing, “good looks” on the landscape, outdoor activities (sports, nature, etc.) – the same things that attract tourists to an area. More and more northern Michigan’s economic development is dependant on our good looks. Thus, managing growth issues needs to be addressed such as farmland/open space/forest

land preservation, lake and river protection, more land conservancies, non-motorized trails, golf course development, water quality, and wetlands conservation.

Today’s issue is a shortage of workers which have the training and skills needed by Wexford County employers. An employer wants new employees which can think, solve problems, use teamwork, people who can learn, a high level of work ethic and work habits. Industrialists in Wexford County indicate that people in the northern Midwest United States have traditionally had a work ethic which is as good as it gets. That has often been a reason – and sometimes the only reason – an industry locates in Wexford. However, that work ethic is changing, with newer hired employees who do not have a work ethic or have less of a work ethic. Industry often has an issue with traditional work ethic employees (often longer term employees) having a hard time working with newer employees whom are not perceived to have the same work ethic. This is a growing source of friction within a place of employment. It is also a growing issue that may result in expansion of a firm, or relocation of a firm, elsewhere.

An employer can not, or will not, teach work ethics. That attribute needs to come from one’s school, church or family before entering the workforce. This becomes a challenge for agencies engaged in career preparation. Those agencies are geared toward those people.

- currently in school (the public and private school system, page 209),
- unemployed,
- career climbing or shift.

The last two are serviced by the NORTHWEST MICHIGAN WORKS!, a division of the Northwest Michigan Council of Governments, and institutions of higher education (page 209).

Commuting

THE length of time it takes for one to commute to work can be used as an indicator of traffic congestion and can be used to obtain a feel for if a community is a “bedroom” community, or an employment center. This is an issue in Manton City, Mesick and Buckley Villages. In two towns, a mean²⁴⁴ commute time of 21 minutes (Manton) and 24 minutes (Buckley), suggests most commute elsewhere to work suggesting these communities are predominantly bedroom communities. This is reinforced by the strong dominance of the Cadillac area providing manufacturing, retail, and government employers. At the other extreme, a short mean commute time, such as found in Haring Charter Township (12 minutes), City of Cadillac (14 minutes), and Mesick Village (15 minutes), suggests a larger proportion of jobs (among those who are working) are provided in those

²⁴²Northwest Michigan Council of Governments; *Preparing Workers for the 21st Century*, a review of Northwest Michigan’s career development system; NORTHWEST MICHIGAN WORKS!; August 2000; page 3.

²⁴³Northwest Michigan Council of Governments; *Preparing Workers for the 21st Century*, a review of Northwest Michigan’s career development system; NORTHWEST MICHIGAN WORKS!; August 2000; page 10.

²⁴⁴“Mean” (or “Median”) means the middle value. There are the same number of people with an income above as there are with an income below this amount.

communities. Mesick's appearance on this list may reflect a smaller workforce base in proportion to the total number of

jobs provided locally (e.g. Mesick Consolidated Schools).

1990 Commuting to Work Statistics: 1990 U.S. Census

Municipality	WORKERS 16 YEARS AND OVER	PERCENT DROVE ALONE	PERCENT IN CARPOOLS	PERCENT USING PUBLIC TRANSPORTA TION	PERCENT USING OTHER MEANS	PERCENT WALKED OR WORKED AT HOME	MEAN TRAVEL TIME TO WORK IN MINUTES
Wexford County (83)	10,272	78.5	13.0	0.4	0.8	7.4	18.0
Antioch Twp.	217	76	18	2	0	4	22
Boon Twp.	186	83	11	0	0	7	21
Harrietta Village	35	94	6	0	0	0	20
Cadillac City	3,878	77	14	0	1	8	14
Cedar Creek Twp.	358	77	17	0	0	6	20
Cherry Grove Twp.	748	82	12	0	1	5	19
Clam Lake Twp.	817	80	8	1	1	10	19
Colfax Twp.	167	76	19	0	0	5	27
Greenwood Twp	142	63	32	0	1	4	28
Hanover Twp.	335	83	10	2	1	4	25
Buckley Village	201	73	16	3	2	7	24
Haring Charter Twp.	1,149	84	9	0	1	6	12
Henderson Twp.	54	82	4	0	0	15	20
Liberty Twp.	238	83	15	0	2	1	21
Manton City	393	75	11	1	2	12	19
Selma Twp.	684	84	10	2	1	3	31
Slagle Twp.	112	80	9	0	2	9	24
South Branch Twp	122	72	15	3	3	8	24
Springville Twp.	468	68	19	0	0	12	21
Mesick Village	139	59	15	0	0	26	15
Wexford Twp.	204	78	14	0	3	5	27

Hinterland

CADILLAC can be viewed as a regional economic center—especially in terms of industrial jobs and retail sector of the economy. The Cadillac Area Chamber of Commerce uses a simple 25 mile radii circle around the City of Cadillac to define the area's economic hinterland. Antidotally, industrialists in Cadillac report employees coming as far as 40-45 miles to work. This report attempts to define Cadillac's hinterland by use of economic geography principals; daily newspaper circulation geographic distribution pattern based on discussions with the *Cadillac News* staff; and intuitive knowledge of economic leaders in the community. A map of that hinterland is found on page 249.

The following maps on pages 249 and 270 illustrate the area around Cadillac which can be considered primarily within Cadillac's area of economic influence. The boundaries are based upon dividing lines between Wexford and neighboring cities with the dividing line place proportionate according to relative population. In each case, other factors creating a division become apparent. Thus, when the dividing line is close to or approximates a major Political boundary or natural barrier -- such as a river -- that division is used.

Wexford County is within the area of economic influence of:

Detroit - Primary wholesale and retail center.

Traverse City - Secondary wholesale and retail center.

(Grand Rapids may also be considered for this area, but Traverse City appears to have an edge according to newspaper circulation and political ties.)

Hinterlands centered within Wexford County are:

Specialty, complete shopping: Cadillac area

Specialty, partial shopping: none.

Convenience shopping:

Manton

Mesick

Buckley

Hamlet:

Boon

Harrietta

Garlett's Corner (M-55 (Caberfae Highway) and M-37)

Jack's Corner (W 30 Road (Coates Highway) and M-37)

Freeway Interchange (M-115 and US-131)

Place:

Sherman
 Bengnall
 Glengary
 Gitchegume
 Meauwataka
 North Hodenpyl Road
 Yuma
 Haring
 along Slagle Creek near M-37
 Caberfae
 Hoxeyville
 Hobbs Bridge (S 5½ Road crossing Pine River)
 W 48½ Road (Hoxeyville Road) and M-37
 Area just south of Forest View School

Axin

Benson

Hobart

"Commercial," as used here, includes Wholesale, Retail, Financing, Services and Public Administration as defined in the Standard Industrial Classification Code, numbers 50 through 97.

Income Level

INCOME levels in Wexford County are significantly lower than state averages and the poverty rate is higher than the state average. This reflects both a high unemployment rate (existing in 1989 when census data was collected) and proportionally lower pay scales in northern Michigan.

1989 Census Income: 1990 U.S. Census

Municipality	1990 Total Population	1990 Total Housing	1990 Income/ Household	1990 Income/family	1990 Per Capita Income
Michigan	9,295,297	3,847,926	\$31,020.00	\$36,652.00	\$14,154.00
Wexford County (83)	26,367	12,601	\$22,915.00	\$27,328.00	\$10,952.00
Antioch Twp.	596	330	\$19,722.00	\$24,000.00	\$9,431.00
Boon Twp.	554	265	\$21,500.00	\$22,500.00	\$9,108.00
Harrietta Village	160	88	\$14,844.00	\$17,917.00	\$6,293.00
Cadillac City	10,104	4,298	\$21,170.00	\$27,081.00	\$11,241.00
Cedar Creek Twp.	994	421	\$23,300.00	\$25,577.00	\$9,063.00
Cherry Grove Twp.	1,763	918	\$31,250.00	\$35,625.00	\$15,203.00
Clam Lake Twp.	1,739	749	\$32,208.00	\$35,350.00	\$13,144.00
Colfax Twp.	507	306	\$23,687.00	\$25,000.00	\$10,630.00
Greenwood Twp.	383	261	\$25,536.00	\$32,143.00	\$9,733.00
Hanover Twp.	820	509	\$20,833.00	\$23,500.00	\$8,167.00
Buckley Village	474	182	\$20,625.00	\$23,250.00	\$7,206.00
Haring Charter Twp.	2,501	912	\$28,091.00	\$29,167.00	\$11,266.00
Henderson Twp.	169	117	\$26,500.00	\$29,063.00	\$9,231.00
Liberty Twp.	649	318	\$22,222.00	\$26,250.00	\$9,001.00
Manton City	1,161	522	\$16,042.00	\$21,509.00	\$8,441.00
Selma Twp.	1,607	929	\$27,232.00	\$29,531.00	\$12,448.00
Slagle Twp.	452	362	\$17,778.00	\$19,167.00	\$9,066.00
South Branch Twp.	328	386	\$16,458.00	\$19,375.00	\$9,984.00
Springville Twp.	1,414	946	\$17,500.00	\$20,474.00	\$8,164.00
Mesick Village	445	199	\$13,462.00	\$21,094.00	\$8,296.00
Wexford Twp.	619	313	\$20,000.00	\$25,313.00	\$9,145.00

Poverty Status in 1989: 1990 U.S. Census

Municipality	Total	All Persons for Whom Poverty Status Is Determined					
		Below Poverty Level	Percent below Poverty Level	Persons 18 Yrs. And over			
				Persons 18 Yrs. And over	Below Poverty Level	Persons 65 Yrs. And over	Below Poverty Level
Wexford County (83)	26,038	3,812	14.6%	18,547	2,304	3,460	475
Antioch Twp.	596	91	15.3%	441	61	85	16
Boon Twp.	552	101	18.3%	368	53	68	16
Harrietta Village	160	50	31.2%	115	26	43	10
Cadillac City	9,829	1,525	15.5%	7,008	925	1,477	222
Cedar Creek Twp.	992	200	20.2%	693	108	113	10
Cherry Grove Twp.	1,761	151	8.7%	1,273	88	224	24
Clam Lake Twp.	1,736	89	5.1%	1,244	65	192	10
Colfax Twp.	497	38	7.6%	374	19	82	0
Greenwood Twp.	376	43	11.4%	271	34	46	10
Hanover Twp.	816	176	21.6%	531	88	39	5
Buckley Village	474	130	27.4%	281	58	19	5
Haring Charter Twp.	2,501	151	6.0%	1,756	104	199	28
Henderson Twp.	163	45	27.6%	116	34	25	10
Liberty Twp.	649	101	15.6%	461	68	80	15
Manton City	1,157	268	23.2%	816	147	195	28
Selma Twp.	1,603	207	12.9%	1,188	130	210	15
Slagle Twp.	452	104	23.0%	347	68	75	14
South Branch Twp.	328	65	19.8%	243	36	69	9
Springville Twp.	1,411	331	23.5%	980	193	195	21
Mesick Village	445	119	26.7%	313	72	71	8
Wexford Twp.	619	126	20.3%	437	83	86	22

Business Retention and Recruitment

CADILLAC has been very successful in business retention and recruitment efforts. The Cadillac Area Chamber of Commerce and City of Cadillac have developed a strong partnership to work with various state agencies to provide incentive and tax reduction packages to retain existing industry and promote the area to potential new employers.

An outstanding example of this effort is seen with the retention of Four Winns Boats when it was purchased by Genmar after the former parent company OMC filed for bankruptcy.²⁴⁵ Initial plans was for all the Four Winns production to be relocated to Sarasota, Florida where it could be consolidated with other Genmar boat production facilities, be closer to suppliers and some consumer markets, and have warmer weather more of the year.

The Area Chamber, City of Cadillac, and Michigan Economic Development Corporation quickly put together a package to keep Four Winns here. The package included a Single Business Tax credit, and tax breaks for \$18 million in factory renovations, robotics technology, and converting to new fiberglass molding technique. In addition to the incentive package the area's labor force skills and work

culture – a Midwest United States superior work ethic – helped the plant stay in Cadillac.

This is just one example of many which has resulted in an employer retention and recruitment program which has worked well for the Cadillac area. However, in addition, Cadillac area community leaders also stumbled on two very important concepts: (1) A community does best at economic development when it also has and keeps a healthy environment, and the ability to have a healthy environment depends on an economy; and (2) there is a symbiotic relationship between base jobs (manufacturing) and secondary, or ripple effect, jobs (retail and services).

In the 1950s, the Cadillac Industrial Fund was created through the efforts of merchants. Merchants realized that to be successful – have more shoppers – there needed to be a growing number of base, or export-producing jobs (see discussion on the history of Wexford, page 58). Conversely the idea to create a Downtown Development Authority (DDA), in the early 1970s, was a product of Cadillac area industrialists. Here the realization was a community's downtown is its "front door" and is important to attract people to an area. Attraction of people to an area is important, not just for tourism, but also to attract entrepreneurs to bring their industries to Cadillac. What attracts a tourist also attracts an industrialist. This same concept is what led to the creation of the Cadillac Area Visitors Bureau to promote the area for tourism, conventions,

²⁴⁵"Four Winns: MEDC Assistance Helps Keep Cadillac Boat-Building Facility Afloat," *Michigan Business Report*, July 2001; Michigan Economic Development Corporation; p. 9-11.

and so on. The necessary symbiotic relationship between industry, commercial, and tourism has been historically a part of Cadillac's heritage.

The realization one can not afford to retain a quality environment without a strong economic base, and one can not retain a strong economic base without a quality environment is rare in Michigan communities, but a heritage which adheres to this principal has served the area well. For years this strategic approach was based mainly in intuition. However, more recently research and studies have documented this relationship.²⁴⁶ In the southern part of the United States business recruitment has been a major priority, and in recent years has been very successful. Studies on how to best accomplish these community goals center in the south.

Studies show that those towns that do not treasure their natural resources, and a community's quality of life, and do not use those resources to promote sustainable development, results in long term economic development efforts which fail. Those communities gain new industries, those industries benefit from tax incentives and subsidies in the short term and in the long term local taxpayers pay the cost, natural resources, jobs, leave an area.

The Institute for Southern Studies collected data on states and communities to measure (1) job quality and economic viability, and (2) stress on the natural environment. Results showed those communities and states that were lowest in economic development were also lowest in environmental quality. Conversely those with the best economic viability also had the best in environmental quality. Parts of the county which tended to have the best of both, were concentrated in New England, and those communities with a strong Scandinavian influence. A third correlation is the same communities rank best in terms of low infant mortality. Similar studies (Dr. Stephen Meyer of Massachusetts Institute of Technology tracking 20 years of economic/environmental performance by state) reach the same conclusions. Other studies in northwest Michigan also document a direct tie between environmental quality and an area's attractiveness for development and the value of land.²⁴⁷

This suggests, and verifies what seems to have been Cadillac's method of operation, economic development success comes from (1) integrating respect for the environment and (2) recognizing a community's natural and human assets as its core strength.

Brownfield Redevelopment

CLEAN up of sites which have been contaminated is a major economic development tool for a county, or municipality. So far, only Cadillac has created a Brownfield Redevelopment Authority. Consideration should be given for creation of such a county-wide Authority.

There are many reasons for participation in a Brownfield Redevelopment Authority:

- It reduces sprawl, because it makes it possible and economical to re-use land that is already developed.
- It allows the use of existing infrastructure (roads, sewers, water, and so on) rather than building new.
- It places industrial and commercial land uses within the service area of existing trained and equipped emergency response teams.
- It is one tool to preserve natural areas which are elsewhere, where intense development may not be wanted (such as natural areas, forest, agricultural lands, and support of the tourist industry).
- It extends the life of the industrial fabric, preserving a community's industrial tax base and getting land back on the tax role, bringing back jobs.
- It is a form of urban renewal.
- It results in cleanup or encapsulating contamination – good stewardship of land.

Michigan has a system of financial and public-private partnerships to clean up a contaminated parcel of land to various levels.²⁴⁸ Basically, Michigan Law allows a person who acquires contaminated property to protect themselves from liability.²⁴⁹ To protect one's self, the property owner must conduct a "Baseline Environmental Assessment(s)" of the property to document that contamination existed prior to buying the land, and to establish a system identify that contamination separate from any future contamination on the parcel. The Baseline Environmental Assessment is an evaluation of environmental conditions for a piece of property which focuses on the contamination of hazardous substances on the piece of property. These Assessments are broken into two parts, Phase I, a basic background (historic) study and quick site inspection of the parcel and neighboring parcels, and Phase II, which is done if anything suspicious is turned up in Phase I. Phase II is a more detailed study including taking samples and testing. When completed the Assessment is reviewed by the Michigan Department of Environmental Quality which may issue a written document

²⁴⁶Hall, Bob; "Gold & Green;" *Southern Exposure* (Institute for Southern Studies); Fall 1994; p. 48-52.

²⁴⁷*Value of Inland Lakes to the Local Economy, The*; Northwest Michigan Regional Planning and Development Commission; January 1981.

²⁴⁸P.A. 381 of 1996, as amended, being the Brownfield Redevelopment Financing Authority Act, M.C.L. 125.2651 *et. seq.*

²⁴⁹Part 201 of P.A. 451 of 1994, as amended, being the Environmental Response part of the Natural Resources and Environmental Act, M.C.L. 324.20101 *et. seq.*

stating the new property owner is free from environmental liability. (The new property owner also has the continuing responsibility to exercise "due care" to avoid exacerbating the existing contamination and take precautions to avoid affecting any residual left on the property.)

A "brownfield" is any property that has contamination that exceeds residential clean-up standards and has potential for redevelopment. In some instances, it will be necessary to clean-up the contamination or to contain the contamination on the parcel. Different land uses will have different levels of acceptable contamination. If the proposed future use of the parcel requires a "cleaner standard" then clean-up would be required. The amount of clean-up is based on the risk people will encounter on the property. Risk is based on how toxic²⁵⁰ the contamination is and the potential for exposure.²⁵¹ For example risk is low if

exposure is not likely (even though the toxic material is still present). The different levels of clean-up are categorized as:

- Residential-single family dwellings, condominiums, apartment buildings;
- Commercial-varied, gas stations, day cares, warehouses;
- Recreational-parks;
- Industrial-manufacturing, utilities, industrial research, restricted access areas;
- Limited residential (limited by deed restriction on future use or activity);
- Limited commercial (limited by deed restriction on future use or activity);
- Limited industrial (limited by deed restriction on future use or activity); and
- Limited recreational (limited by deed restriction on future use or activity).

Treatment/clean-up can include isolation (cap covering over the contamination); removal of the contamination (digging out the contaminated soil, soil vapor extraction, fluid/vapor extraction); treatment (destroying the contaminants or converting them less toxic materials through thermal desorption, soil washing, filtration); natural attenuation (dilution, volatilization, biodegradation, adsorption); and other innovative technologies/processes.

The Brownfield Redevelopment Act provides tax and other financial incentives to private developers to clean-up a parcel. Without these incentives the property would be abandoned and left vacant. This is what happened to such land before adoption of Michigan's Brownfield laws.

A county, township, village, or city can act to create a Brownfield Redevelopment Authority. That authority first

develops a "plan" to capture state and local property taxes from contaminated property in order to cover the costs associated with clean-up of that property. Basically if someone buys a contaminated parcel, does the Baseline Assessment and shows they are not responsible for causing the contamination, then they can work with the local government's Brownfield Redevelopment Authority to get funds to remediate the parcel so it can be developed for a new future use. When one develops a parcel, the value of the parcel goes up. That additional value results in higher property taxes. The additional property tax is captured²⁵² and used to pay the Brownfield Redevelopment Authority's bond (loan) taken out to pay for the remediation. In addition the captured taxes can continue for five years after the loan is paid back to establish a local site revolving fund. That fund can be used to start additional clean-up projects (e.g. need to borrow less money). The possibility of this local fund makes a county-wide Brownfield Redevelopment Authority particularly advantageous. Working with the local Brownfield Redevelopment Authority also makes it possible for a developer to receive a credit back on the State Single Business Tax for money spent on clean up to develop the property. In addition there are "Michigan Core Communities"²⁵³ where the Single Business Tax credit can also be for other investment costs on brownfield property (building demolition, construction or improvement, the addition of machinery or equipment and site improvements.) Cadillac City is the only "Michigan Core Community" in Wexford County.

Before all this happens the parcel must be eligible (a brownfield), the parcel/project must be included in a Brownfield Redevelopment Authority plan, the taxpayer must own or lease the parcel, the owner can not be the one responsible for the contamination. To be assured of all this, a developer should **first, before doing anything else**, set up a meeting with interested parties (DEQ, local government, Brownfield Redevelopment Authority, Economic development organization, mayor/supervisor, planner), residents, bank, adjacent land owners, etc.).

Opinion Survey on Economics

QUESTIONS about change in the county focused more on the types of economic development residents endorse. These questions were introduced as follows: "People have different opinions about proposed changes in Wexford County. I'm going to ask you whether you definitely favor, probably favor, probably oppose, or definitely oppose change in a number of areas." The following table summarizes

²⁵⁰Toxic is how poisonous or harmful a substance is. It is divided into two categories (1) carcinogenic (cancer) and (2) all other effects.

²⁵¹Exposure is the likelihood the pollutants will come into contact with the human body and present a potential health threat. This can happen by ingestion (eating contaminated soil, drinking contaminated water); inhalation (breathing contaminated air, dust, showering in contaminated water); and adsorption (skin contact with contaminated soil, water).

²⁵²Captured property taxes include city, village, township, county, ISD, community college property taxes. It might include local public school and state education property tax (if approved by the state). It does not include taxes for paying back bonds, special assessments.

²⁵³P.A. 146 of 2000, as amended, (being the Qualified Property Rehabilitation Act).

respondent opinion.

**Level of Support for Types of Economic Development:
Percentage Distributions and Means**

	<i>Mean*</i>	Definitely Favor	Probably Favor	Probably Oppose	Definitely Oppose	Don't Know
Protecting Existing Farms	1.42	58.9	36.9	1.5	0.5	2.2
Growth in Industrial Development	1.93	33.2	44.6	14.1	6.2	2.0
Growth in Commercial Development	2.04	27.2	45.3	18.8	6.2	2.5
Increasing Winter Tourism	2.08	24.3	47.3	20.8	5.4	2.2
Increasing Tourism Related to Lakes	2.16	21.0	48.0	18.6	8.9	3.5

*"Definitely favor" responses are given the numeric code of 1; "probably favor" are coded 2; "probably oppose" are coded 3; and "definitely oppose" are coded 4. When means are computed, "don't know" responses are excluded.

Respondents express considerable support for "protecting existing farms in Wexford County" (see discussion on page 133).

Opinions about other types of economic change are more mixed. "Growth in industrial development" (defined as factories and manufacturing) is "definitely supported" by more than 30 percent of respondents and is "probably supported" by another 45 percent of them. On the other hand, about 20 percent of respondents oppose this type of economic development. Support for "growth in commercial development (defined as offices and stores)," "increasing winter tourism," and "expansion in tourism related to the lakes in the county" is somewhat less. Less than 30 percent of residents "definitely support" each of these changes, and about one quarter express some level of opposition. The general findings that residents are more likely to support rather than oppose increases in tourism and industrial

development are supported by two additional questions asked near the end of the interview. In particular, respondents were asked whether they favored an "increase in tourism and recreation in the county, a decrease in tourism and recreation," or whether they "would ... like tourism and recreation to stay about the same as now." They were asked a companion question about "factories and businesses to bring more jobs to the county." The following table shows that while most respondents—more than 60 percent—would like the level of tourism and recreation to stay about the same, few respondents favor a decrease in this area. More than 30 percent of respondents favor a tourism/recreation increase. Support for increasing factories and business in the county to create jobs is higher, with almost 60 percent of respondents favoring an increase and hardly anyone supporting a decrease in this segment of the economy.

**Opinions about Increase in Tourism/Recreation and Factories/Businesses:
Percentage Distributions**

	Increase	Decrease	Stay the Same	Don't Know
Level of support for increase in tourism/recreation	31.5	6.5	60.5	1.5
Level of support for increase in factories/businesses	59.6	3.0	36.7	0.7

Finally, near the end of the interview, all respondents were asked a simple, open-ended question dealing with the quality of life in the county. In particular, they were asked: "What do you believe is the most important issue affecting the quality of life in Wexford County." The answers were

coded into categories. A summary of some of the categories and the responses are in found in following table. Again, the text of these responses, organized by question and category, is found in Appendix C of the report of survey results.

Economic Responses to Open-Ended Question about Most Important Issue Affecting the Quality of Life: Code Categories, Frequency and Percentage Distributions

Category	Number	Percentage*
Environmental issues	83	21
Economic issues	55	14

* Percentages based on N=404. Any one respondent's comment may be coded into more than one category. Consequently, percentages will not equal 100%.

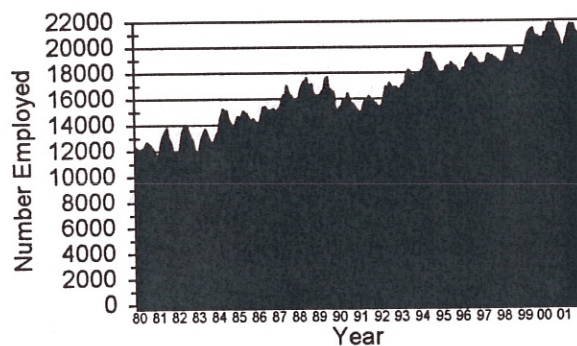
Respondents—more than 20 percent of them—mention issues related to the environment as the “most important issue” affecting the quality of life in the county (see discussion on page 224).

More than 10 percent of respondents also consider one of a number of economic issues to be critical to the quality of

life. For example, one respondent noted that “career opportunities are not available in the area.” Another stated that “so much land has become commercialized—so that people with low incomes now have no places to go because that land has been sold for commercial reasons.” Still another noted the “low wage scale.”

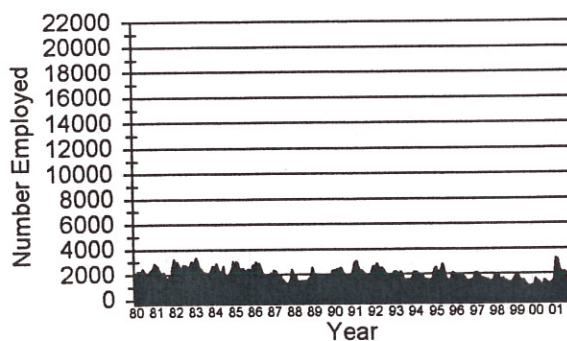
Employment Trend

Wexford-Missaukee L.M.A.



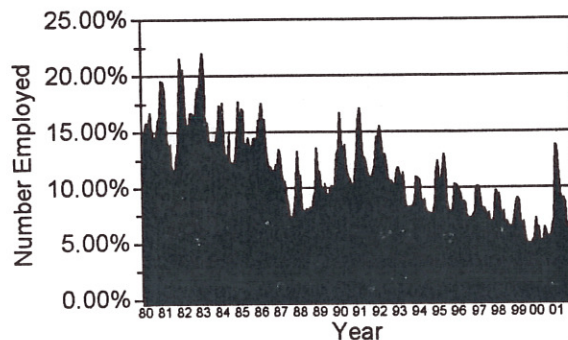
Number Unemployed

Wexford-Missaukee L.M.A.



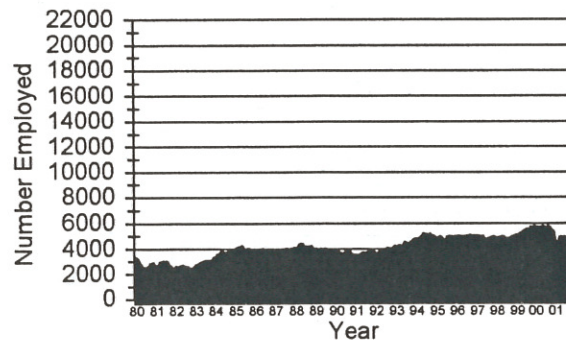
Unemployment Rate

Wexford-Missaukee L.M.A.



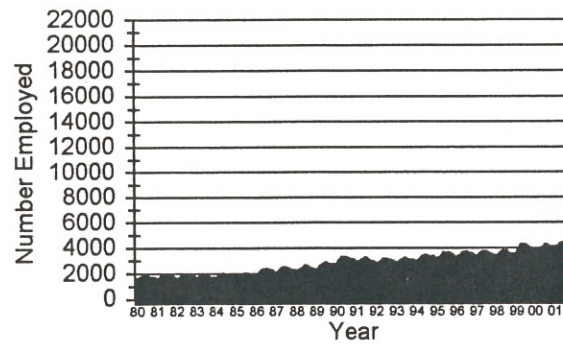
Manufacturing Employment

Wexford-Missaukee L.M.A.



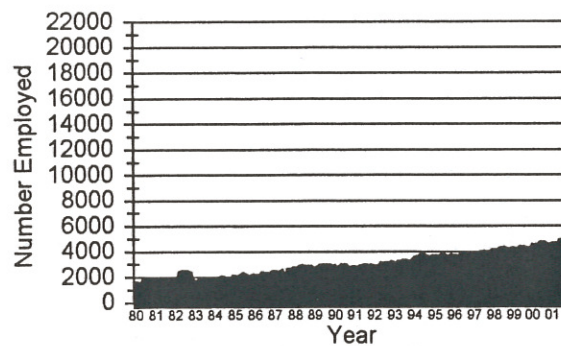
Retail Employment

Wexford-Missaukee L.M.A.



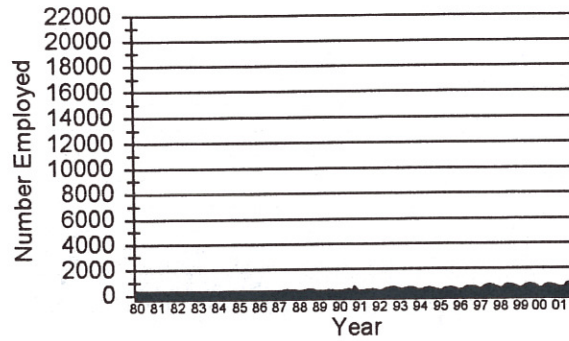
Services Employment

Wexford-Missaukee L.M.A.



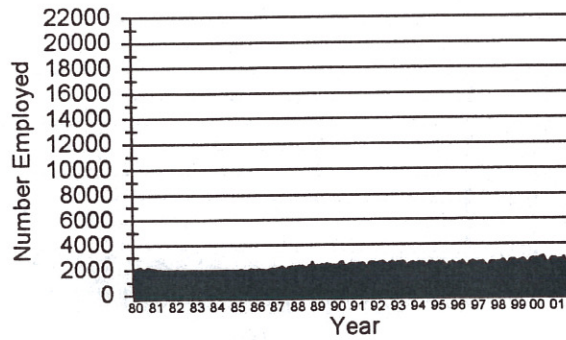
Construction & Mining

Wexford-Missaukee L.M.A.



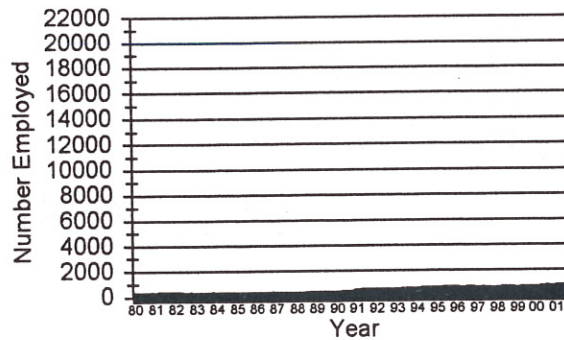
Government Employment

Wexford-Missaukee L.M.A.



Trans., Comm., Utilities

Wexford-Missaukee L.M.A.



Based on a combination of weighted populations of Cadillac and nearby economic centers (Clare, Houghton Lake/Higgins Lake, Grayling, Manistee, Reed City/Big Rapids, Traverse City); Wexford-Missaukee Intermediate School District boundaries; natural barriers to transportation (rivers with few bridges).

