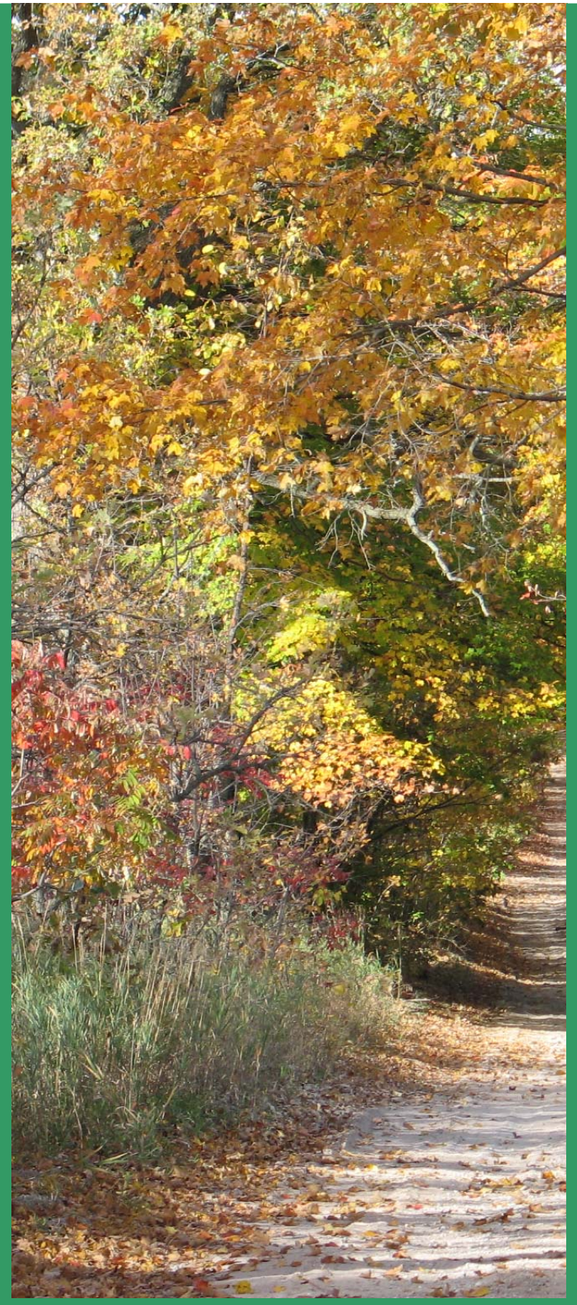
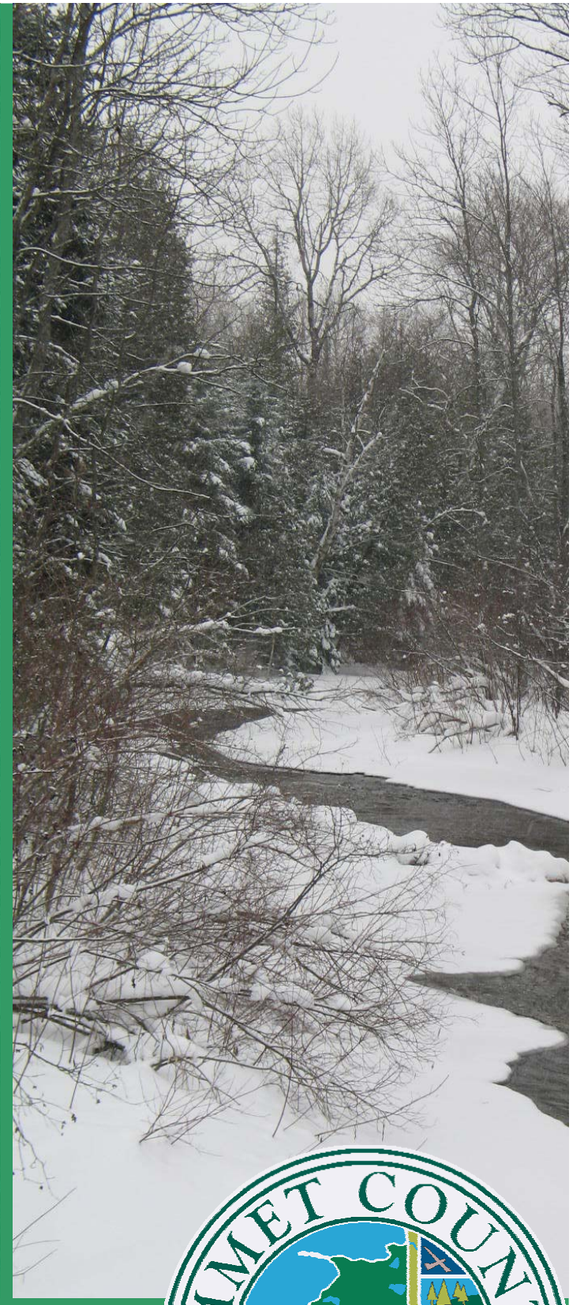








Emmet County Master Plan 2009

RESOLUTION of January 7, 2009
EMMET COUNTY MASTER PLAN
EMMET COUNTY PLANNING COMMISSION

WHEREAS: The Emmet County Planning Commission held a public meeting on November 3, 2005 during which they created an oversight committee titled the Comprehensive Plan Advisory Committee (CPAC), and

WHEREAS: the CPAC was formed with five (5) total members, three (3) Planning Commission members, one (1) member from the Emmet County Road Commission, and one (1) member from the Little Traverse Conservancy, and

WHEREAS: the CPAC was charged with the sole task of creating and recommending a Master Plan document to the Emmet County Planning Commission, and

WHEREAS: the CPAC completed this task by creating and assigning a total of nineteen (19) members to Plan Element Subcommittees (PES), which were charged with completing several of the chapters, and

WHEREAS: twenty-six (26) CPAC public meetings were held to discuss the Master Plan, and

WHEREAS: twelve (12) Agricultural, Natural, & Cultural Resources, six (6) Economic Development, six (6) Transportation, six (6) Utilities, Facilities, and Community Services, five (5) Intergovernmental Cooperation, and eleven (11) Land Use & Housing Plan Element Subcommittee public meetings were held to discuss that element of the Master Plan, and

WHEREAS: staff completed four (4) Open House meetings in February of 2006, a staffed booth at the 2007 Charlevoix-Emmet County Fair, three (3) meetings with the Rotary Clubs of Petoskey and Harbor Springs, one (1) public meeting of the Cross Village Township Board of Trustees, and four (4) Final Open House Sessions in August of 2008, and

WHEREAS: a Public Hearing was held on January 7, 2009 by this Planning Commission, and

WHEREAS: agendas and minutes of all meetings, as well as all drafts have been posted to the County of Emmet website throughout the planning process, and

WHEREAS: the Comprehensive Plan Advisory Committee recommended approval of the Master Plan dated September 23, 2008 to the Emmet County Planning Commission, and

WHEREAS: the Master Plan meets all the requirements of Act 33 of 2008,

NOW THEREFORE BE IT RESOLVED: That this Emmet County Planning Commission recommends approval of the Master Plan dated January 7, 2009, to the Emmet County Board of Commissioners,

SIGNED

1-7-09

JOHN EBY, CHAIRMAN, EMMET COUNTY PLANNING COMMISSION — Date

RESOLUTION of January 15, 2009
EMMET COUNTY MASTER PLAN
EMMET COUNTY BOARD OF COMMISSIONERS

WHEREAS: The Emmet County Planning Commission held a public meeting on November 3, 2005 during which they created an oversight committee titled the Comprehensive Plan Advisory Committee (CPAC), and

WHEREAS: the CPAC was formed with five (5) total members, three (3) Planning Commission members, one (1) member from the Emmet County Road Commission, and one (1) member from the Little Traverse Conservancy, and

WHEREAS: the CPAC was charged with the sole task of creating and recommending a Master Plan document to the Emmet County Planning Commission, and

WHEREAS: the CPAC completed this task by creating and assigning a total of nineteen (19) members to Plan Element Subcommittees (PES), which were charged with completing several of the chapters, and

WHEREAS: twenty-six (26) CPAC public meetings were held to discuss the Master Plan, and

WHEREAS: twelve (12) Agricultural, Natural, & Cultural Resources, six (6) Economic Development, six (6) Transportation, six (6) Utilities, Facilities, and Community Services, five (5) Intergovernmental Cooperation, and eleven (11) Land Use & Housing Plan Element Subcommittee public meetings were held to discuss that element of the Master Plan, and

WHEREAS: staff completed four (4) Open House meetings in February of 2006, a staffed booth at the 2007 Charlevoix-Emmet County Fair, three (3) meetings with the Rotary Clubs of Petoskey and Harbor Springs, one (1) public meeting of the Cross Village Township Board of Trustees, and four (4) Final Open House Sessions in August of 2008, and

WHEREAS: agendas and minutes of all meetings, as well as all drafts have been posted to the County of Emmet website throughout the planning process, and

WHEREAS: the Comprehensive Plan Advisory Committee recommended approval of the Master Plan dated September 23, 2008 to the Emmet County Planning Commission, and

WHEREAS: the Emmet County Planning Commission recommended approval of the Master Plan at their public hearing of January 7, 2009 to the Emmet County Board of Commissioners, and

WHEREAS: the Master Plan meets all the requirements of Act 33 of 2008,

NOW THEREFORE BE IT RESOLVED: that this Emmet County Board of Commissioners adopts the Master Plan dated January 7, 2009, which includes two (2) appendix maps titled: "Emmet County Future Land Use 2009" and "Emmet County Future Land Use 2009 Viewsheds, Open Spaces, & Farm Lands".

SIGNED

1/15/09

JAMES TAMLYN, CHAIRMAN, EMMET COUNTY BOARD OF COMMISSIONERS — Date

1/15/09

GAIL MARTIN, CLERK, EMMET COUNTY — Date

List of Contributors

Emmet County Board of Commissioners
James Tamlyn, Chair
Alan F. Behan, Vice-Chair
Leroy Gregory
Thomas C. Shier
Jack L. Jones
Thomas W. Foltz
Lester Atchison

Emmet County Planning Commission
John Eby, Chair
Katie Derrohn, Vice-Chair
James Scott, Secretary
Kelly Alexander
Sue Anderson
Leroy Gregory
Jack Jones
David Laughbaum
Steve Neal

Comprehensive Plan Advisory Committee
James Scott
Sue Anderson
Kelly Alexander
Thomas Bailey
Brian Gutowski, P.E.

Agricultural, Natural, & Cultural Resources Plan Element Subcommittee
Dr. Grenetta Thomassey
Becky Goodman
John Thorp

Economic Development Plan Element Subcommittee
Jan Kellogg
Nicole Perry
Thomas Swenor

Utilities, Facilities and Community Services Plan Element Subcommittee
Lisa Blanchard
William Brennan
Steve Neal

Transportation Plan Element Subcommittee
William Prall
Jack Ready
George Schoene

Intergovernmental Cooperation Plan Element Subcommittee
Danna Widmar
William Dohm
Bryan Gillett

Land Use & Housing Plan Elements Subcommittee
Jonathan Scheel
William Crawford
Denise Simon
William Brennan

Community Involvement Groups
Mackinaw City Economic Development Corporation
Village of Mackinaw City Planning Commission
Citizens for Open Space
Petoskey Regional Audubon Society
Tip of the Mitt Watershed Council
Pickerel-Crooked Lake Association
Michigan Land Use Institute
H.A.R.B.O.R., Inc.

Emmet County Township, City Village Officials
Various Emmet County Township, City and Village Officials

Emmet County Office of Planning, Zoning, & Ordinance Enforcement
Brentt P. Michalek, Director
Tammy Doernenburg, Assistant Director
Nancy Salar, Assistant Planner
Monica Linehan, Staff
Ken Barnadyn, Staff
Anamika Laad, Staff

Emmet County
Master Plan
January 15, 2009

Table of Contents

VISION OF EMMET COUNTY

STATEMENT OF VISION 5

CHAPTER 1: COUNTY PROFILE, ISSUES, AND OPPORTUNITIES

1.1 HISTORY OF PLANNING IN EMMET COUNTY 6
1.2 REGIONAL SETTING 6
1.3 POPULATION - COUNTY 7
1.4 POPULATION - CITIES AND VILLAGES 10
1.5 POPULATION - PROJECTION 11
1.6 POPULATION - AGE AND GENDER 14
1.7 POPULATION - RACE AND ANCESTRY 15
1.8 HOUSEHOLD SIZE 16
1.9 EDUCATION 17
1.10 INCOME 18
1.11 EMPLOYMENT 18
1.12 GOALS 18

CHAPTER 2: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

2.1 AGRICULTURE 20
2.2 NATURAL RESOURCES 21
2.3 CULTURAL RESOURCES 29
2.4 GOALS - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES 34

CHAPTER 3: RECREATION

3.1 INTRODUCTION 36
3.2 RECREATIONAL LANDS 36
3.3 RECREATIONAL ACTIVITIES 37
3.4 GOALS - RECREATION 39

CHAPTER 4: ECONOMIC DEVELOPMENT

4.1 INTRODUCTION 41
4.2 EMPLOYMENT BY OCCUPATION 42
4.3 MAJOR EMPLOYERS 43
4.4 EMPLOYMENT 44
4.5 INCOME 44
4.6 POVERTY 44
4.7 LABOR FORCE 45
4.8 BUSINESS AND EMPLOYMENT PROGRAMS 46
4.9 PUBLIC SCHOOLS 48
4.10 COLLEGE/UNIVERSITY 50
4.11 RECREATION 51
4.12 AIRPORTS 52
4.13 AREAS FOR ECONOMIC GROWTH 52
4.14 GOALS - ECONOMIC DEVELOPMENT 53

CHAPTER 5: UTILITIES, FACILITIES, AND COMMUNITY SERVICES

5.1 INTRODUCTION 55
5.2 UTILITIES 55
5.3 TELECOMMUNICATIONS 60
5.4 FACILITIES AND COMMUNITY SERVICES 61
5.5 GOALS - UTILITIES, FACILITIES, AND COMMUNITY SERVICES 67

CHAPTER 6: TRANSPORTATION

6.1 INTRODUCTION 69
6.2 EXISTING CONDITIONS 69
6.3 ISSUES 69
6.4 HIGHWAYS 70
6.5 MAJOR CONNECTOR ROADS 70
6.6 ROAD QUALITY 71
6.7 COMMERCIAL TRUCK LINES 73
6.8 COMMERCIAL BUS LINE 73
6.9 RAIL SYSTEM 73
6.10 AIR TRAVEL 73
6.11 WATER TRAVEL 74
6.12 SNOWMOBILING 75
6.13 ATV/FOUR WHEELERS 75
6.14 PUBLIC TRANSPORTATION 76
6.15 EMERGENCY SERVICE 77
6.16 PRIVATE TAXI, SHUTTLE, AND LIMOUSINE SERVICES 77
6.17 NON-MOTORIZED TRANSPORTATION 77
6.18 CAR POOLING/ RIDESHARING 78

Table of Contents

6.19 BRIDGES 79
6.20 RECOMMENDATIONS/PROPOSALS 79
6.21 GOALS - TRANSPORTATION 82

CHAPTER 7: INTERGOVERNMENTAL COOPERATION
7.1 INTRODUCTION 84
7.2 PUBLIC ACTS (PA) 84
7.3 SCHOOLS 84
7.4 TOWNSHIPS 84
7.5 CITIES/VILLAGES 85
7.6 EMMET COUNTY 85
7.7 MULTI COUNTY JURISDICTION 85
7.8 AUTHORITIES IN EMMET COUNTY 86
7.9 REGIONAL RESOURCES 86
7.10 STATE OF MICHIGAN 87
7.11 LITTLE TRAVERSE BAY BANDS OF ODAWA INDIANS 87
7.12 UNITED STATES GOVERNMENT 88
7.13 GOALS - INTERGOVERNMENTAL COOPERATION 89

CHAPTER 8: HOUSING
8.1 INTRODUCTION 90
8.2 HISTORIC BACKGROUND 90
8.3 EXISTING HOUSING 90
8.4 FUTURE HOUSING 90
8.5 HOMELESSNESS 91
8.6 GOALS - HOUSING 92

CHAPTER 9: LAND USE
9.1 INTRODUCTION 93
9.2 EXISTING LAND USE 93
9.3 FUTURE LAND USE 94
9.4 MAPPED LAND USES 94
9.5 GOALS - LAND USE 96

CHAPTER 10: ZONING PLAN AND IMPLEMENTATION
10.1 INTRODUCTION 98
10.2 CAPITOL IMPROVEMENT PROGRAM (CIP) 98
10.3 PLAN REVIEW/MONITORING 98
10.4 ZONING PLAN 98
10.5 IMPLEMENTATION RESPONSIBLE PARTIES AND PARTNERS 99
10.6 IMPLEMENTATION TABLE 99

GLOSSARY 107

APPENDICIES ..... Attached

Table of Contents

FIGURES

FIGURE 1-1: POPULATION WITHIN LOCAL JURISDICITIONS 7
FIGURE 1-2: EDUCATION LEVELS IN PERCENT OF POPULATION (2000) 17
FIGURE 1-3: RATE OF UNEMPLOYMENT 1990-2004 (PERCENT OF TOTAL LABOR FORCE) 18
FIGURE 2-1: AVERAGE SIZE OF FARM IN ACRES 20
FIGURE 2-2: DISTRIBUTION BY TYPE OF AGRICULTURAL LAND 20
FIGURE 2-3: CHANGE OF MARKET VALUE 20
FIGURE 2-4: CHANGE OF MARKET VALUE PRODUCTION AVERAGE PER FARM 20
FIGURE 4-1: STUDENTS PARTICIPATING IN SPECIAL EDUCATION 49
FIGURE 5-1: TRANSFER STATION ACTIVITY MAKE UP 66
FIGURE 5-2: 2006 RECYCLING ACTIVITY 66
FIGURE 6-1: EMMET COUNTY PASER RATING COMPARED WITH THE REGION 72
FIGURE 8-1: RESIDENTIAL ZONING PERMITS ISSUED (1973 TO 2007) 90
FIGURE 8-2: RESIDENTIAL PERMITS ISSUED 90
FIGURE 8-3: 2007 AFFORDABLE VS. MEDIAN HOUSING PRICES 91
FIGURE 9-1: 2007 EMMET COUNTY EXISTING LAND USES 93

MAPS

MAP 2-1: EMMET COUNTY AGRICULTURAL PRESERVATION DISTRICTS 22
MAP 2-2: EMMET COUNTY NATURAL FEATURES 25
MAP 2-3: EMMET COUNTY GROUNDWATER RECHARGE 28
MAP 6-1: ROAD QUALITY OF EMMET COUNTY 72
MAP 6-2: PROPOSED ROAD CONNECTIONS AND UPGRADES 80
MAP 6-3: EMMET COUNTY TRAILS 81
MAP 9-1: EMMET COUNTY FUTURE LAND USE APPENDIX A
MAP 9-2: EMMET COUNTY VIEWS, OPEN SPACES, & FARM LAND APPENDIX B

TABLES

TABLE 1-1: HISTORIC POPULATION 1960-2000, EMMET & NEIGHBORING COUNTIES 7
TABLE 1-2: EMMET COUNTY 2005 SEASONAL POPULATION 8
TABLE 1-3: POPULATION 1960-2000, EMMET COUNTY CIVIL DIVISIONS 9
TABLE 1-4: POPULATION OF CITIES AND VILLAGES IN EMMET COUNTY, 1960-2000 10
TABLE 1-5: POPULATION PROJECTION FOR CIVIL DIVISIONS IN EMMET COUNTY 12
TABLE 1-6: EMMET COUNTY POPULATION PROJECTION (2010 AND 2020) 13
TABLE 1-7: POPULATION BY AGE GROUPS FOR EMMET COUNTY FOR 1990 AND 2000 14
TABLE 1-8: POPULATION BY GENDER – 2000, EMMET COUNTY AND STATE OF MICHIGAN 14
TABLE 1-9: POPULATION BY RACE – EMMET COUNTY (1990-2000) 15
TABLE 1-10: HOUSEHOLD SIZE – EMMET COUNTY AND NEIGHBORING COUNTIES 16
TABLE 1-11: PER CAPITA PERSONAL INCOME (PCPI) 1992-2004 18
TABLE 2-1: BEEF CATTLE INVENTORY BY COUNTY 21
TABLE 2-2: DAIRY CATTLE INVENTORY BY COUNTY 21
TABLE 2-3: PERCENT OF COUNTY RESIDENTS SUPPORTING THE LISTED NATURAL FEATURE 23
TABLE 3-1: TOP TEN RECREATION ACTIVITIES 36
TABLE 4-1: EMPLOYMENT BY INDUSTRY, EMMET COUNTY, 1990 TO 2000 41
TABLE 4-2: EMPLOYMENT BY OCCUPATION 1990 AND 2000 42
TABLE 4-3: WORKER CLASSIFICATION 1990 AND 2000 42
TABLE 4-4: MAJOR EMPLOYERS WITHIN EMMET COUNTY (FULLTIME) 43
TABLE 4-5: INCOME AND POVERTY STATUS BY CIVIL DIVISIONS 44
TABLE 4-6: EMMET COUNTY LABOR FORCE DATA 45
TABLE 4-7: STATE OF MICHIGAN LABOR FORCE DATA 45
TABLE 4-8: SCHOOL ENROLLMENT, EMMET COUNTY SCHOOL DISTRICTS, 2000-2004 48
TABLE 4-9: INDEPENDENT/PRIVATE SCHOOLS IN EMMET COUNTY 49
TABLE 4-10: NCMC FALL 2005 STUDENT ENROLLMENT BY COUNTY 50
TABLE 4-11: ECONOMIC VALUE PER GOLFER PER DAY 51
TABLE 5-1: PUBLIC UTILITY SERVICE AREAS 56
TABLE 6-1: EMMET COUNTY HOUSEHOLDS WITHOUT A VEHICLE 76
TABLE 7-1: TOWNSHIP ZONING DISTRICTS IN EMMET COUNTY 84
TABLE 9-1: LAND USE DATA 1968 AND 2007 93
TABLE 9-2: RESIDENTIAL CATEGORIES 94
TABLE 10-1 FUTURE LAND USE CATEGORIES AS RELATED TO COUNTY ZONING ORDINANCE 99
TABLE 10-1: IMPLEMENTATION 100

Vision of Emmet County

Statement of Vision

Emmet County is a place where natural beauty and prosperity harmonize in a desirable and sustainable community. The County appeals to both year-round and seasonal resort residents, maintaining its reputation as a world-class resort and tourist destination. Emmet County land development is guided to complement and enhance the natural beauty and landscape for which it is famous. Parks and open spaces abound, and wildlife populations are visible and healthy. Emmet County offers outstanding opportunities to the outdoor enthusiast for camping, biking, hunting, fishing, and other outdoor recreation. The abundance of clean air and water add to the beautiful scenery, promoting a sense of pride and belonging.

Emmet County will continue to be a desirable place to live, work, and learn. Our educational system is first class, starting from day care through the public school districts, and on to our community college. Arts and entertainment programs in the County provide inspiration, entertainment, and opportunities for expression.

Emmet County's economy is vibrant and diverse, with an appealing mix of healthy local retailers, services, and light industry.

Residents enjoy the highest quality in health care, and are protected by exceptional public safety, law enforcement, and fire protection services.

Transportation is safe, efficient, and multi-dimensional. Roads and highways are well maintained on a scale appropriate for the size of our community. Some seasonal congestion is recognized as a fact of life, and taken in stride as part of the relaxed lifestyle in a resort community. Relief from congestion by alternative modes of transportation is available through the County's comprehensive network of recreational trails. They offer easy access to safe and convenient transportation for people of all ages, by separating them from the hazards of the roadway.

Finally, Emmet County's citizens value and celebrate its history. From the well-known Petoskey Stones that were created millions of years ago through the glacial creation of the landscape, the rich history of Native Americans and the development of the area as part of the Northwest Territory and later the State of Michigan, the heritage of the area is treasured and respected, groups and individuals work hard to preserve and share the natural and cultural history of Emmet County.

Chapter 1: County Profile, Issues, and Opportunities

1.1 History of Planning in Emmet County

In accordance with the County Planning Enabling Statute, Act 183 of the Public Acts of 1943, the Planning Commission was created by the Board of Commissioners on April 26, 1967. Five years later in August of 1972, the Emmet County Board of Commissioners established the Office of Planning and Zoning, and since August 1, 1976 the Planning Department has operated with fulltime staff.

The Planning Commission in Emmet County was organized to deal with growth pressures that were felt in the mid-to-late 1960s. This precipitated a research effort that involved creating an inventory of land uses, community facilities, and natural features. Population and economic trends were documented, analyzed, and projected into the future. The Planning Commission's 1972 mandate to prepare a Comprehensive Future Land Use Plan was fulfilled on July 1, 1997, when the first County-wide Comprehensive Plan was completed and adopted.

In June of 1990, prior to the adoption of the 1997 Comprehensive Plan, the City of Petoskey and Emmet County conducted and completed an attitude study. The survey was mailed to a representative sample of 3,429 area residents. From the total number of surveys mailed, 977 were completed and returned, yielding a 28.5% response rate.

In 2000, three years after the completion of the 1997 Comprehensive Plan, a grassroots community effort called Emmet 20/20 began work on a visioning process for the County. Assistance and funding were made available through Michigan Department of Transportation (MDOT) and the Northeast Michigan Council of Governments (NEMCOG). This effort produced an Emmet County Transportation Coordination Plan and established a mission to "provide a forum for the community to define its vision of its future and for working collaboratively to mobilize community resources toward turning those healthy visions into realities."

Much of the information compiled by Emmet 20/20 is incorporated in the associated elements within this plan. In addition to relying on past research, current attitude surveys were completed in 2006 by Resort, Bear Creek, Friendship, Readmond, and Cross Village Townships. Open house sessions were held for the public at large. In 2008, Michigan State University published a study titled *Attitudes Toward Tourism in Emmet County*. These surveys and studies identify quality of life issues within Emmet County that are consistent with 1990 research: summer traffic congestion, intense private development of shoreline, excessive billboards and a deteriorating roadside image, low household incomes, a seasonal economy, lack of skilled jobs and job opportunities, lack of housing for the elderly, and lack of affordable housing. Emmet County residents in 1990 and 2006 said the qualities they valued most in Emmet County were recreational and environmental, including scenic views, access to water, rural valleys, hillsides, and wildlife.

Emmet County, the City of Petoskey, Resort Township, Bear Creek Township, and the Little Traverse Bay Bands of Odawa Indians completed work on the Emmet County Sub-Area Master Plan in 2006. This was an extensive step toward coordinating efforts and achieving a more regional planning perspective along US-131 highway. The framework for the plan was provided through discussions with officials from all of the involved municipalities in addition to a multi-jurisdictional steering committee. The initial chapters of the Sub-Area Master Plan present a description of the planning area, a review of previous planning studies, and an assessment of existing conditions. Remaining chapters were designed to address the critical issues identified during these discussions and meetings. These include: current development activity, character of development (i.e. how a development fits within the community), viewshed analysis, and transportation framework. Each of these critical issues is presented with an analysis of current conditions and supported by a detailed set of recommendations and implementation strategies.

1.2 Regional Setting

Emmet County is located in the northwest tip of the lower peninsula of Michigan, with a boundary area of 309,228.1 acres which include: 181,304.36 acres of vacant, woodlands and farm land, 21,268.5 acres of crop and pasture land, 17,314.18 acres of recreation land, 67,492.22 acres of public land, 10,400 acres of inland water area, and 68 miles of Lake Michigan shoreline. It is one of 83 counties in Michigan, and contains no major metropolitan areas.

The west side of the County borders Lake Michigan, the north side extends to the northern most part of the Lower Peninsula, bordering the Straits of Mackinac. It shares its eastern border with Cheboygan County and southern border with Charlevoix County. The cities of Petoskey and Harbor Springs have shoreline frontage on Little Traverse Bay and nine out of the 16 townships border Lake Michigan. There are 22 separate governmental jurisdictions within the County including 16 townships, two cities, three villages, and the tribe (Little Traverse Bay Bands of Odawa Indians). Emmet County is comprised of five school districts - Petoskey, Harbor Springs, Alanson, Littlefield and Mackinaw City. Petoskey is the largest city within the County, both in terms of population (approximately 6,000 people in 2000) as well as land area (containing 6.2 square miles). The Village of Mackinaw City is located partly in Cheboygan County and partly in Emmet County.

Primary highway access to the area is provided by US-31 and US-131. US-31 enters the County from the west, passing through Resort Township. US-131 enters from the south into Bear Creek Township and the two routes meet within the City of Petoskey, where US-131 ends. US-31 continues north through Petoskey to Alanson and Pellston, terminating at I-75 in Mackinaw City.

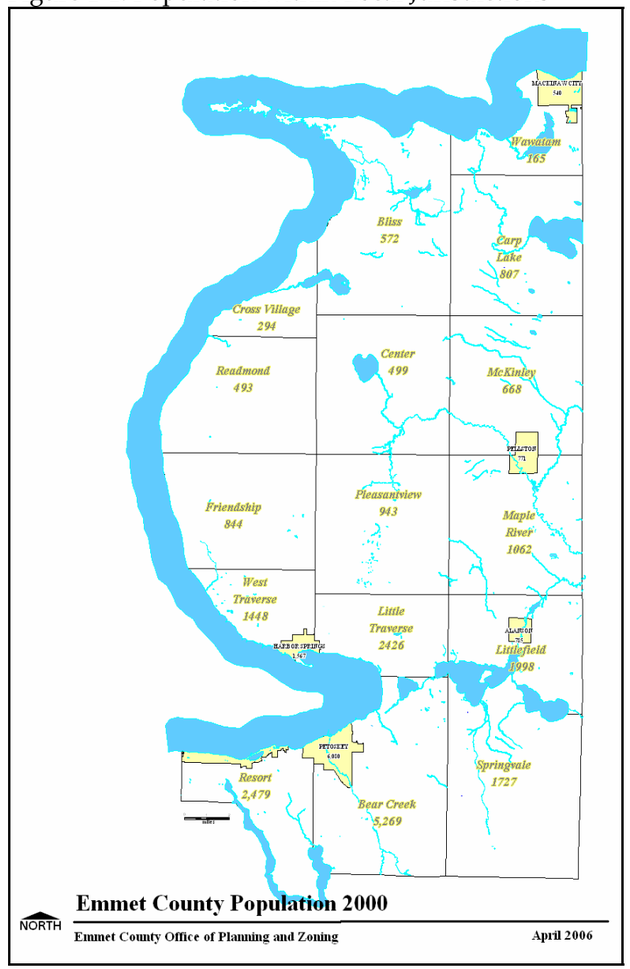
1.3 Population - County

Development of new resort communities, improved highway access, economic diversification, and the demand for lakefront and forest property have contributed to a steady increase in the population of Emmet since 1960. The population of the County has doubled between 1960 and 2000 from 15,904 to 31,437. Table 1-1 indicates the percent change from 1960-2000 U.S. Census data from neighboring counties, and Figure 1-1 shows the population by local jurisdictions within the County.

Population numbers for year-round residents reflect only a part of Emmet County's total growth. The County is a vacation center for a vast region in the Midwest, and draws people to seasonal residences, ski resorts, campgrounds, public parks, and other attractions. Seasonal population surges have a significant effect on the demands for goods and services of all kinds, including the investment in public infrastructure.

In July 1996, the Northwest Michigan Council of Governments (NWMCOG) published a detailed report titled "Northwest Michigan Seasonal Population Model", which documented tourist visitation in the ten county NWMCOG region including Emmet County. The study based its estimations solely on the available accommodation options in Emmet County, which included seasonal and migratory housing units, hotels, motels, bed and breakfast homes, campgrounds, and condominiums rented to travelers. The study noted, on average, that 21% of the population each month is comprised of visitors, tourists, or summer home occupants (7,101 persons). In July, August, and September this monthly average increases to 14,400 with July being the highest single month at 19,600 persons. The estimates did not include the numbers of visitors who stay with year-round and seasonal homeowners throughout the year. As a result, the NWMCOG study was amended during the MSU tourism study to include these numbers, which are reflected in Table 1-2 on page 8.

Figure 1-1: Population within Local Jurisdictions



Source: www.nemcog.org

Table 1-1: Historic Population 1960-2000, Emmet & Neighboring Counties

Community	1960	1970	1980	1990	2000	1960-2000 (Change)
Emmet County	15,904	18,331	22,992	25,040	31,437	+ 97%
Antrim County	10,373	12,612	16,194	18,185	23,110	+ 122.8%
Charlevoix County	13,427	16,541	19,970	21,468	26,090	+ 94.3
Cheboygan County	14,550	16,573	20,649	21,398	26,448	+ 81.8%
Otsego County	7,545	10,422	14,993	17,957	23,301	+ 208.8%
Grand Traverse County	33,490	39,175	54,899	64,273	77,654	+ 131.8%
State of Michigan	7,823,194	8,881,826	9,262,078	9,295,297	9,938,480	+ 27%

Data Source: U.S. Census

Table 1-2: Emmet County 2005 Seasonal Population

	January	February	March	April	May	June	July	August	September	October	November	December	Monthly Average
Permanent Population*	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580	33,580
Guest Volume Staying with Permanent Population	11,431	12,174	5,641	7,720	10,095	10,541	36,521	15,440	12,174	4,008	5,344	17,370	12,372
Seasonal Home Population	1,657	1,657	2,431	2,431	2,431	11,752	11,752	11,752	3,278	3,278	3,278	1,657	4,779
Guest Volume Staying with Seasonal Population	3,427	6,113	3,427	1,204	3,427	7,039	30,471	20,931	7,039	3,982	648	4,909	7,718
Overnight Accommodations**	2,878	3,041	1,929	1,190	2,819	5,120	9,813	8,778	5,214	2,906	1,198	2,374	3,938
Total	52,973	56,565	47,008	46,124	52,352	68,031	122,137	90,481	61,285	47,754	44,048	59,891	62,387

* US Census 2005 Population Estimate
** Overnight Accommodations are commercial lodging vendors, which include hotels, motels, bed and breakfast inns, campgrounds, cottage or condominiums, and marinas.
Data Source: US Census; Northwest Michigan Seasonal Population Model - APB Associates, Inc. and Planning and Zoning Center, Inc.; and Attitudes Toward Tourism in Emmet County - Michigan State University.

All civil divisions, except the City of Petoskey, experienced a population increase from 1960 to 2000. As shown on page 9, in Table 1-3, the population increased by the highest percentages in West Traverse, Pleasantview, Little Traverse, Springvale, Wawatam, and Maple River Townships between 1960 and 2000. Actual population numbers increased the most in Bear Creek Township (by 3,410 persons) followed by Little Traverse (1,824), Resort (1,721), Littlefield (1,382), Springvale (1,260) and West Traverse (1,122) Townships. Nearly 66% of the County's population growth between 1960 and 2000 occurred in these six townships. If this development trend continues over the next 20 years, the Little Traverse Bay area could experience a population growth in the range of 3,500 to 6,700 persons.

It's important to note that Center Township showed a population decrease between 1990-2000. It is likely that the closure of Camp Pellston prison contributed to the decline in population, during the transferring of inmates and the eventual closing on December 31, 2001.



According to the 2000 US Census, there are a total of 18,554 dwelling units/housing units within Emmet County, out of which 12,557 (67.8%) housing units are occupied and 5,977 (32.3%) are seasonal. Of the total occupied units, 75.7% are single-family residential units, 15% are multi-family and approximately 9% are mobile homes, boats, recreational vehicles, vans, etc. This is discussed in further detail in the Housing Chapter (Chapter 6).

According to U.S. Census data, approximately 33.5% of households in the County have children younger than 18 years of age, 24.1% have people 65 years and older, and 26.9% live alone. The average number of persons per household is 2.44 persons.





Table 1-3: Population 1960 - 2000, Emmet County Civil Divisions

Community	1960	1970	1980	1990	2000	% Change 1960-2000	% Change 1990-2000
Cities							
Petoskey	6,138	6,432	6,097	6,056	6080	-0.94%	0.40%
Harbor Springs	1,433	1,662	1,567	1,540	1567	9.35%	1.75%
Villages							
Alanson	290	362	508	677	785	170.69%	15.95%
Pellston	429	469	565	583	771	79.72%	32.25%
Mackinaw City (pt)	336	330	428	467	540	60.71%	15.63%
Townships							
Bear Creek	1,859	2,450	3,287	3,469	5269	183.43%	51.89%
Bliss	298	282	441	483	572	91.95%	18.43%
Carp Lake	464	439	637	597	807	73.92%	35.18%
Center	215	349	435	517	499	132.09%	-.35%
Cross Village	140	185	215	201	294	110.00%	46.27%
Friendship	318	240	467	591	844	165.41%	42.81%
Littlefield	616	904	1,314	1,633	1998	224.35%	22.35%
Little Traverse	602	985	1,574	1,805	2426	302.99%	34.40%
McKinley	414	366	396	497	668	61.35%	34.41%
Maple River	335	415	654	743	1062	217.01%	42.93%
Pleasantview	198	124	212	375	943	376.26%	151.47%
Readmond	246	234	356	374	493	100.41%	31.82%
Resort	748	1,009	1,687	2,068	2479	231.42%	19.87%
Springvale	467	663	1,073	1,300	1727	269.81%	32.85%
Wawatam	32	101	82	96	165	415.63%	71.88%
West Traverse	326	420	997	968	1448	344.17%	49.59%
Emmet County	**15,904**	**18,421**	**22,992**	**25,040**	**31,437**	**97.67%**	**25.55%**
State of Michigan	7,823,194	8,881,826	9,262,078	9,295,297	9,938,480	27%	6.92%

Data Source: US Census

1.4 Population - Cities and Villages

Table 1-4 presents the growth history of the cities and villages in Emmet County. Population numbers are reported, as well as rates of change in proportion to the total County population.

The incorporated cities and villages of Emmet County have shown long term stability in population. In the cities, the numerical population increase over the 40 years since 1960 has been quite modest, with actual losses in Petoskey. The Village of Alanson reported the highest numerical population increase since 1960, as well as the highest rate of increase (170%). Comparing all of the incorporated areas with the total County population, it is evident that Emmet County's population is shifting to the townships. In 1960 54% of the population lived in an incorporated city or village, by 2000 the percentage dropped to nearly 31%. This shift from incorporated areas to unincorporated areas is often categorized in planning as sprawl. In 1960, 45.8% of the total County population resided in townships. By 2000, this proportion increased to 69%. Of additional significance, the City of Harbor Springs increased in population by 9.35% since 1960, adding 134 persons, while Petoskey reported 58 fewer persons. In contrast, the villages in the County reported 1,041 more persons in 2000 than in 1960, for a combined village growth rate of 98.67%.

Table 1-4: Population of Cities and Villages in Emmet County, 1960-2000

	U.S. Census Years					1960 - 2000 Change	
Community	**1960**	**1970**	**1980**	**1990**	**2000**	**Number**	**Percent**
Cities							
Petoskey	6,138	6,432	6,097	6,056	6,080	-58	**-0.94%**
Harbor Springs	1,433	1,662	1,567	1,540	1,567	134	**9.35%**
Total Cities	**7,571**	**8,094**	**7,664**	**7,596**	**7,647**	76	**1.00%**
Villages							
Alanson	290	362	508	677	785	495	**170.69%**
Pellston	429	469	565	583	771	342	**79.72%**
*Mackinaw City (pt.)	336	330	428	467	540	204	**60.71%**
Total Villages	**1,055**	**1,161**	**1,501**	**1,727**	**2,096**	1,041	**98.67%**
Cities & Villages	8,626	9,255	9,165	9,323	9,743	1,117	**12.95%**
County	**15,904**	**18,421**	**22,992**	**25,040**	**31,437**	15,533	**97.67%**
City and Village Percent (%) of County Population	54.20%	50.51%	39.90%	37.20%	30.99%	-	**-**

*Note: Part of the Village of Mackinaw City is located in Cheboygan County; only the Emmet County part is used for calculations
Data Source: U.S. Census

1.5 Population - Projection

Population projections assist planners in anticipating and planning for future land use, determining the size and characteristics of future markets, forecasting utility demands, and assessing the need for schools, parks, emergency systems, employment, etc. Public officials may also use this information to formulate future tax policies, to establish future zoning districts, and to address other public matters relating to the population and its characteristics. Future decisions and policy in these categories should be based on a projection that, although theoretical in nature, is tempered by judgments sensitive to the area's future development potential.

It is important to realize that population increases within a community do not necessarily mean economic growth. The relationship between the economic health of a community and the population is much more complex. In some cases, a declining population may improve the health of a community by reducing the labor force to a point nearer or equal to the employment opportunities available. An increasing population might result in an excess labor pool and higher unemployment levels. In most general cases, however, population growth is synonymous with increased prosperity and development opportunities in the community.

One of the issues in projecting population growth is the degree of potential error. In large urban areas, regions, states, and the nation, a slight error in estimating trends might have little practical effect on the final results. However, with projections for a less populated area, a slight error might have a serious impact on the validity of the results. The unanticipated loss of one major employer might not affect the population projections for a large city or county, while projections for a small community may be greatly skewed by such an event.

The length of the forecast period will also have an influence on the projection. Obviously, conditions that are likely to prevail within the next ten years can be estimated with a greater assurance than those spanning a much larger time period. Projecting future population numbers for civil divisions within a county is more difficult than projections for counties and larger population regions. For example, Emmet County was projected to increase by some 8,950 persons between 1990 and 2010; however the increase in population in the first decade of that projection was 6,397. Although the population increased at a rate that might seem higher than anticipated between 1990 and 2000, the years between 2000 and 2010 could see a course correction that would bring the 20-year figure back in line with the 9,000 increase projection.

Past population trends show a significant decrease in the proportion of the population that resides in Petoskey and Harbor Springs as mentioned above. In 1960, 47.6% of the County population lived in the Cities of Petoskey and Harbor Springs. That ratio decreased to 24.3% in 2000, and if present trends continue, will drop to 18.5% by 2010. The decreasing city/township ratio was factored into the projection figures by civil division (Table 1-5, pg 12).







Table 1-5 illustrates the projected 2010 and 2020 population for the civil divisions. The projections are a linear extrapolation between 2000-2010 and 2010-2020 for each community. The numbers are the results of an analysis of trends that include the average rate of change per decade in each of the civil divisions over the past 20 years, 1980-2000. Rate of change for each civil division is calculated for one decade and a 20 year average value is calculated. Projections are calculated for 2010 with the 2000 base population and for 2020 with the 2010 as base population from the results of the previous calculation.



Table 1-5: Population Projection for Civil Divisions in Emmet County, 2010 & 2020 based on Average Rate of Change per Decade over 20 Years.

				Average Rate of Change	Population Projection for 2010	Population Projection for 2020
Community	**1980**	**1990**	**2000**	**1980-2000**	**Base 2000***	**Base 2010***
	Census	Census	Census	% Change		
Cities						
Petoskey	6,097	6,056	6,080	-0.14%	6,071	6,063
Harbor Springs	1,567	1,540	1,567	0.02%	1,567	1,568
Villages						
Alanson	508	677	785	24.61%	978	1,219
Pellston	565	583	771	17.72%	908	1,068
Mackinaw City	428	467	540	12.37%	607	682
Townships						
Bear Creek	3,287	3,469	5,269	28.72%	6,782	8,730
Bliss	441	483	572	13.98%	652	743
Carp Lake	637	597	807	14.45%	924	1,057
Center	435	517	499	7.69%	537	579
Cross Village	215	201	294	19.88%	352	423
Friendship	467	591	844	34.68%	1,137	1,531
Littlefield	1,314	1,633	1,998	23.32%	2,464	3,039
Little Traverse	1,574	1,805	2,426	24.54%	3,021	3,763
McKinley	396	497	668	29.96%	868	1,128
Maple River	654	743	1,062	28.27%	1,362	1,747
Pleasantview	212	375	943	114.18%	2,020	4,326
Readmond	356	374	493	18.44%	584	692
Resort	1,687	2,068	2,479	21.23%	3,005	3,643
Springvale	1,073	1,300	1,727	27.01%	2,193	2,786
Wawatam	82	96	165	44.48%	238	344
West Traverse	997	968	1,448	23.34%	1,786	2,203
County Totals	22,992	25,040	31,437	36.73%	38,056	47,334

Data Source: U.S Census, Projections by Emmet County and City of Petoskey Planning Offices
**Average rate of change multiplied by the base = Population Projection*

Table 1-6 illustrates the projected 2010 and 2020 population for Emmet County. The moderate population is taken from the total County population based on the average rate of change per decade from 1980-2000 (Table 1-5). The projected high and low estimates are based on linear extrapolation calculations of plus/minus three percent of the moderate population for years 2010 and 2020.

Table 1-6: Emmet County Population Projection (2010 and 2020)

Year	Low	Moderate Population*	High
2010	36,914	38,056	39,198
2020	45,914	47,334	48,754

Data Source: Emmet County Planning Office
** Moderate Population is based on the average rate of change per decade, 1980-2000*







1.6 Population - Age and Gender

Table 1-7 shows population by age groups for Emmet County for 1990 and 2000. The County had a higher percentage of people in the older age categories than the State of Michigan. The median age for Emmet County in 1990 was 34.5 years, slightly higher than the State of Michigan. The median age of the County has increased to 38.9 years in 2000.

It can be seen that the population in the age group of new professionals (25-44 years), has decreased from 32.5% to 28.0% in the last decade, whereas there was an increase of 0.3% in the 75-84 years group. Also, a considerable increase of 5.6% in the 45-54 years age group can be seen within the County to 15.6% of the population. This clearly relates to the trend and projection about aging of the County population discussed later in this chapter.

Table 1-8 relates County population to gender, and Emmet County is in line with both the state and the country for percentages of males to females.



Table 1-7: Population by age groups for Emmet County for 1990 and 2000

Age Group	Emmet County 1990		Age Group	Emmet County 2000	
	Number	Percent		Number	Percent
Under 5 years	1,880	7.5%	Under 5 years	1944	6.2%
5 - 17 years	4,797	19.2%	5 - 9 years	2,161	6.9%
18 - 20 years	909	3.6%	10 - 14 years	2391	7.6%
			15 - 19 years	2189	7.0%
21 - 24 years	1,104	4.4%	20 - 24 years	1508	4.8%
25 - 44 years	8,143	32.5%	25 - 44 years	8,830	28.0%
45 - 54 years	2,494	10.0%	45 - 54 years	4926	15.6%
55 - 59 years	1,002	4.0%	55 - 59 years	1590	5.0%
60 - 64 years	1,180	4.7%	60 - 64 years	1403	4.5%
65 - 74 years	1,947	7.8%	65 - 74 years	2345	7.5%
75 - 84 years	1,166	4.6%	75 - 84 years	1527	4.9%
85+ years	418	1.7%	85+ years	623	2.0%
Median Age	34.5	-	Median Age	38.9	-
TOTAL	**25,040**	**100%**		**31,437**	**100%**

Data Source: U.S. Census of the Population 2000

Table 1-8: Population by Gender - 2000, Emmet County and State of Michigan

Gender	Emmet County	Emmet County	State of Michigan	United States
	Number	Percent		
Male	15,459	49.2	49	49.1
Female	15,978	50.8	51	50.9

Data Source: U.S. Census of the Population 2000

1.7 Population - Race and Ancestry

The majority of Emmet County population is white; that has changed little during the past decade (96.4% in 1990 and 94.3% in 2000). The second largest segment of the population in the County is Native American with a percentage increase from 2.7% in 1990 to 3.1% in 2000. The percent of Native Americans in Emmet County is well above the state average and is the County's most significant non-white racial component. A small percentage (0.5%) of African Americans, Asians (0.3%), and other races complete the ethnic total, which is below the State of Michigan's average of 19.0% in 2000. Table 1-9 shows population by race for the County in 1990 and 2000 compared to the State of Michigan and the United States.

The 1990 U.S. Census of Population also reports ancestry or national origin. In Emmet County, German is cited by the largest number of people reporting a foreign ancestry. These were followed in descending numbers by English, Irish, Polish, French, and Dutch.

Of the 975 Native Americans living in Emmet County during 2000, 652 belonged to the Little Traverse Bay Bands of Odawa Indians. According to the tribal government, since the opening of the tribal-run casino in 1999, member population living in Emmet County has increased to 804 in 2006. The tribe states there is a direct correlation between the launch of the casino - which provided job opportunities - and the increase in member population. Furthermore, they believe an additional population increase will occur due to the completion of the new casino in 2007 as tribal members return to Emmet County seeking jobs.

Table 1-9: Population by Race - Emmet County (1990 – 2000)

Race	Emmet County 1990		Michigan Percent	U.S Percent	Emmet County 2000		Michigan Percent	U.S Percent
	Number	Percent	1990	1990	Number	Percent	2000	2000
White	24,122	96.40%	83.50%	80.3%	29,645	94.30%	80.20%	77.1%
Native Americans	683	2.70%	0.60%	.79%	975	3.10%	0.60%	1.5%
African American	133	0.50%	13.90%	12.1%	157	0.50%	14.20%	12.9%
Asians, Pacific Islanders, Aleuts	69	0.30%	1.10%	2.9%	126	0.40%	1.80%	4.5%
Other	33	0.10%	0.90%	3.9%	534	1.70%	3.00%	6.6%
TOTAL	**25,040**	**100%**	**100%**	**100%**	**31,437**	**100.00%**	**100%**	**100%**

Data Source: U.S. Census of the Population 1990, 2000

1.8 Household Size

Household size throughout the region has decreased since the 1960 census. This reflects national trends of couples deciding to have fewer children, a higher number of divorced people, more single-person households, and a higher median age resulting in fewer females of child-bearing ages (18-44 years old).

Table 1-10 shows the average household size of Emmet and five neighboring counties. All counties are slightly lower than the state's average household size, with Otsego County having the largest average among those compared. Household size has a significant bearing on the total population in a given municipality; this may be one of the reasons for the declining population of the City of Petoskey between 1960 and 2000.

Table 1-10: Household Size - Emmet County and Neighboring Counties

Civil Division	1960	1970	1980	1990	2000
Emmet County	3.33	3.25	2.94	2.58	2.44
Antrim County	3.30	3.18	2.80	2.58	2.47
Charlevoix County	3.35	3.27	2.80	2.59	2.48
Cheboygan County	3.49	3.32	2.82	2.58	2.41
Grand Traverse County	3.31	3.22	2.76	2.62	2.49
Otsego County	3.45	3.37	2.97	2.72	2.56
State of Michigan	3.42	3.27	2.84	2.66	2.59

Data Source: U.S. Census of the Population, 1960-2000







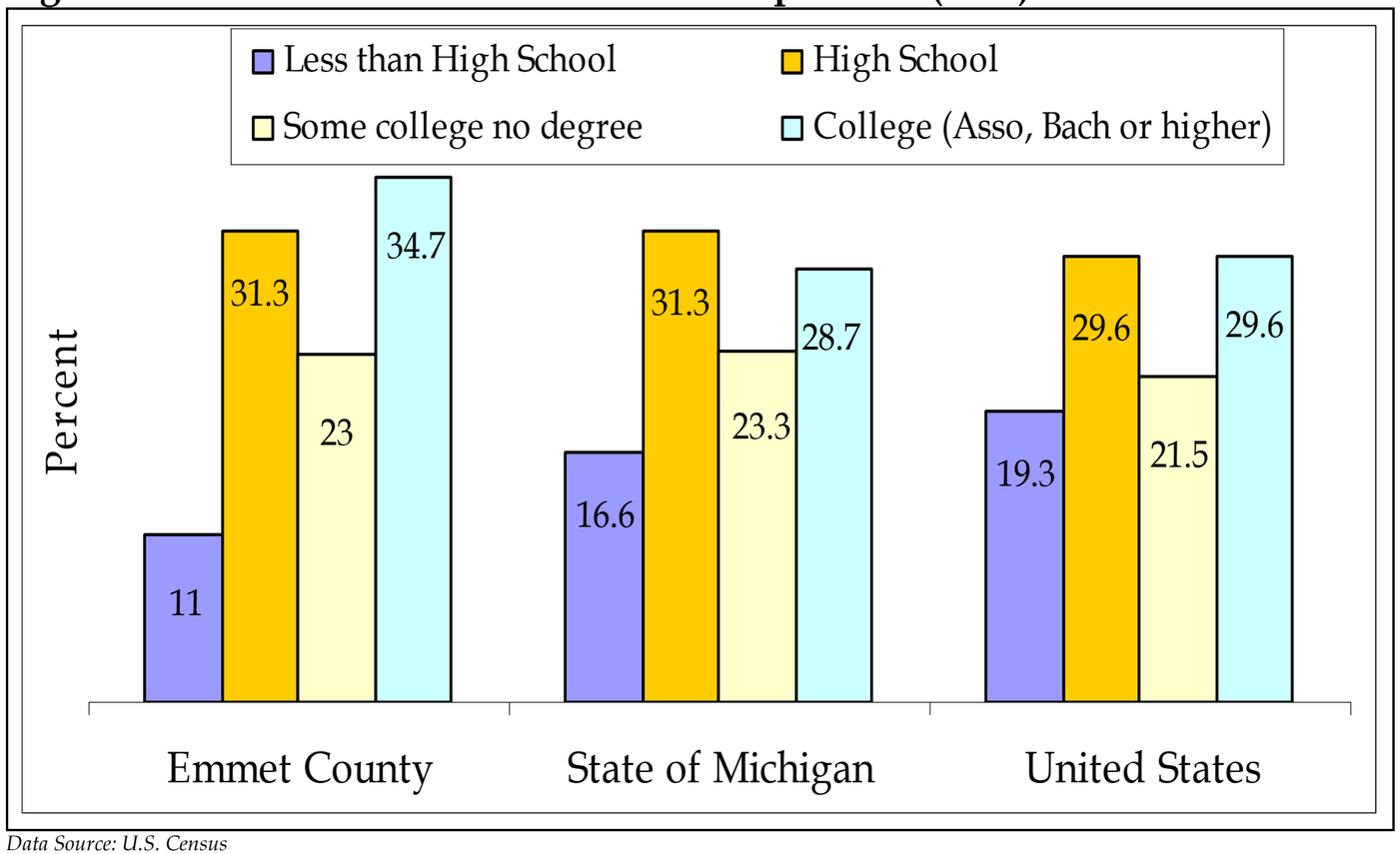
1.9 Education

Education is an important factor in analyzing the capabilities of the local work force and the economic vitality of a community. The population of Emmet County is well educated when compared to the State of Michigan and the rest of United States. In 1990, the U.S. Census reported that 75.4% of County residents over the age of 25 years were high school graduates. The State of Michigan figure was 68%. At the time of the 1990 Census, 27 percent of the population was enrolled in school.

According to the 2000 U.S. Census (Figure 1-2), 34.7% of the 25 and older population within the County completed a college degree as opposed to 28.7% for the State of Michigan. The County has shown a considerable increase in the number of people finishing college, from 19.2% in 1990 to 34.7% in 2000. Neighboring counties of Cheboygan and Charlevoix have college degree rates of 13.9% and 19.8% respectively.

By general observation, Emmet County has attracted a population that is educated and has a wealth of talent in a number of specialty fields such as arts, crafts, resource management (farmers, foresters, and conservationists), specialty industries, and businesses. This may also be credited to the expanding curricula of North Central Michigan College in Petoskey. A local community college gives area residents the opportunity for further education without the added expense of leaving home.

Figure 1-2: Education Levels in Percent of Population (2000)



Data Source: U.S. Census

1.10 Income

The per capita personal income (PCPI) in Emmet County remained slightly less than either the state or nation until 2004. This is often true in communities beyond the immediate influence of a metropolitan area, especially those which are economically based on tourism or service employment. Table 1-11 lists the per capita income for selected years for the County, State, and US.

In 2004 Emmet had a PCPI of $32,709. The PCPI for Michigan was $32,079, and the national average was $33,050. The 2004 PCPI reflected an increase of 19.6 percent from 2000, while the 2000-2004 state change was only 10.1 percent and the national change was 12.1 percent.

Table 1-11: Per Capita Personal Income (PCPI) 1992-2004

	1992	1996	2000	2004
Emmet County	$ 19,896	$ 22,967	$27,336	$ 32,709
Michigan	$ 20,338	$ 24,306	$29,127	$ 32,079
United States	$ 20,854	$ 24,175	$29,469	$ 33,050

Data Source: U.S. Department of Commerce, Bureau of Economic Analysis

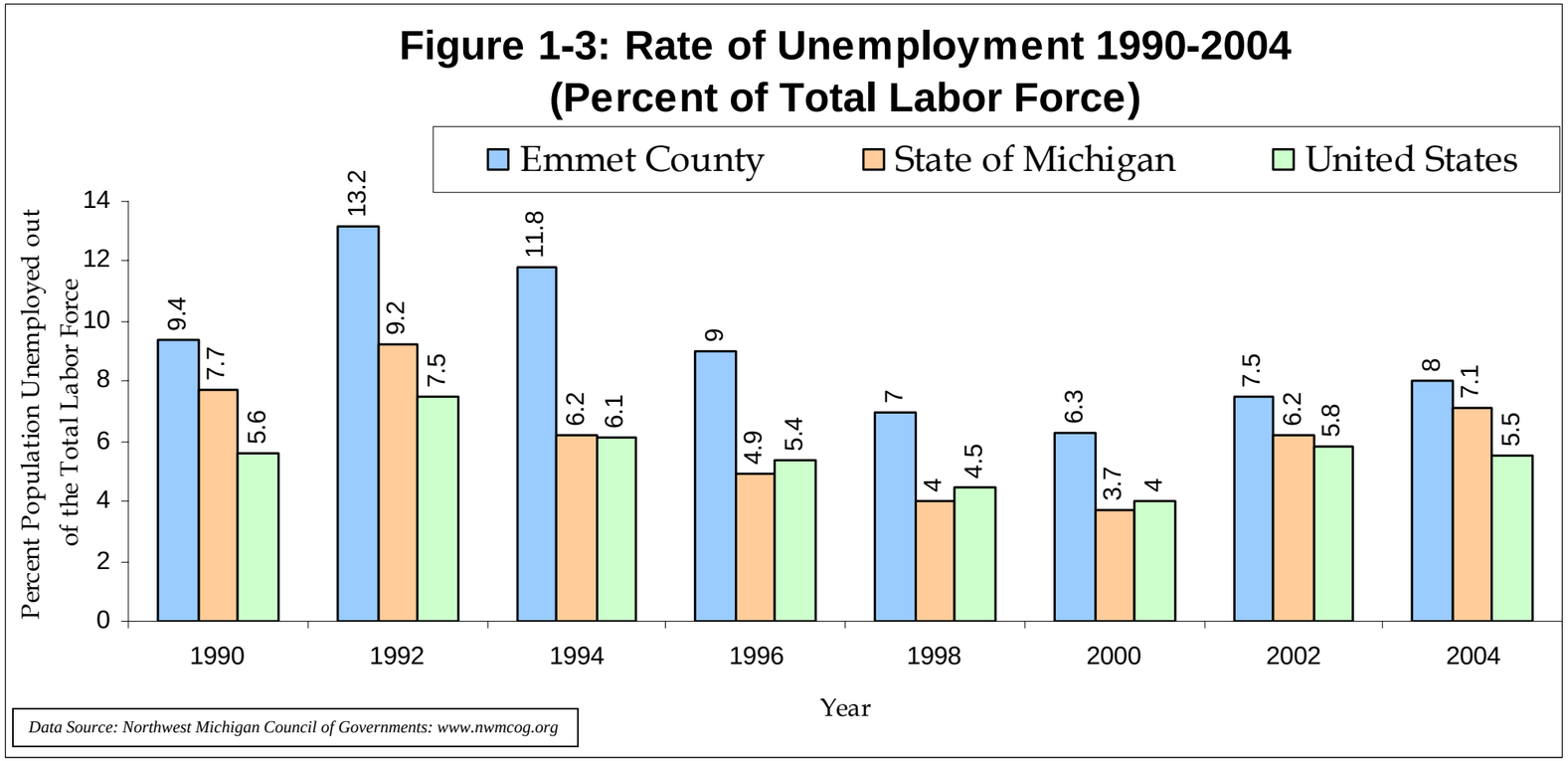
1.11 Employment

Compared to the State of Michigan, Emmet County had more employees working in the service and retail categories and fewer operators, fabricators, construction, and labor workers as discussed later in the Economic Development Chapter (Chapter 4).

Approximately 87% of the population working in Emmet County resides within the County boundaries, while 5% commute to work from Charlevoix, 3% from Cheboygan, and 5% from other locations.

The rate of unemployment in Emmet County saw a considerable drop of 3.1% between 1990 and 2000, from 9.4% to 6.3% (Figure 1-3). After the recession in 2001, unemployment began to climb once again for the entire U.S. Although joblessness is climbing in Emmet County, the rate of change is much slower than our neighboring counties and the state.

Figure 1-3: Rate of Unemployment 1990-2004 (Percent of Total Labor Force)



Data Source: Northwest Michigan Council of Governments: www.nwmcog.org

1.12 Goals

Many reasons exist to pursue an interactive strategy among all jurisdictions in the County for achieving implementation of this plan. As a County-wide document, this report embraces the planning philosophy of an integrated, interconnected community, with broadening involvement among all jurisdictions. Such involvement can support efforts to jointly address issues which are common to many, but larger than each individually. This plan is intended as a guiding document for future policies and decision making throughout Emmet County. The vision and spirit of the community identified previously, is reflected in the goals listed here:

1. Protect and preserve natural resources and agricultural lands as a part of the County's heritage.

2. Promote and expand well-rounded recreation and park systems.

3. Preserve our cultural heritage and provide opportunities for increased awareness.

4. Maintain a strong and viable economic base to support existing businesses (profit and non-profit) and industries, while attracting new business.

5. Create year-round job opportunities, while recognizing the importance of the seasonal population.

6. Provide a top quality primary, secondary, and higher educational system.

7. Improve all appropriate modes of transportation which interconnect areas of residence, employment, education, commerce, public services, and recreation.

8. Plan public infrastructure to manage growth.

9. Improve community facilities to provide a higher quality of life.

10. Promote intergovernmental cooperation and coordination at all levels.

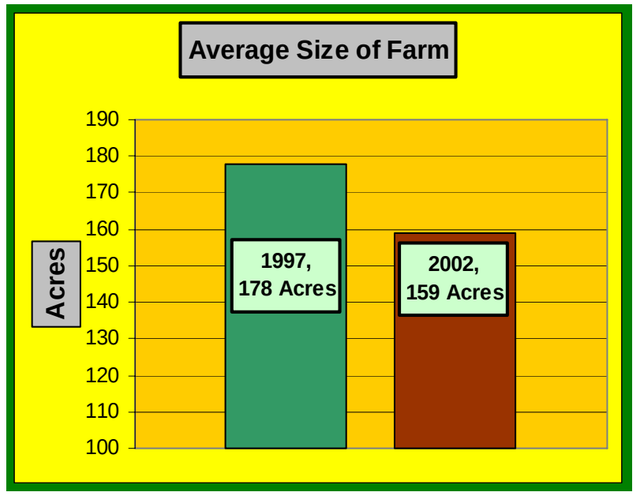
11. Create a variety of housing options for diverse incomes.

12. Maintain the standing of Emmet County as a world class resort and vacation destination.

2.1 Agriculture

Historically, agriculture has played an integral part of Emmet County's rural landscape and rich cultural heritage. Agricultural resources can be found throughout the County. Although the number of farms has increased and become more widely distributed, the average number of acres per farm has decreased.

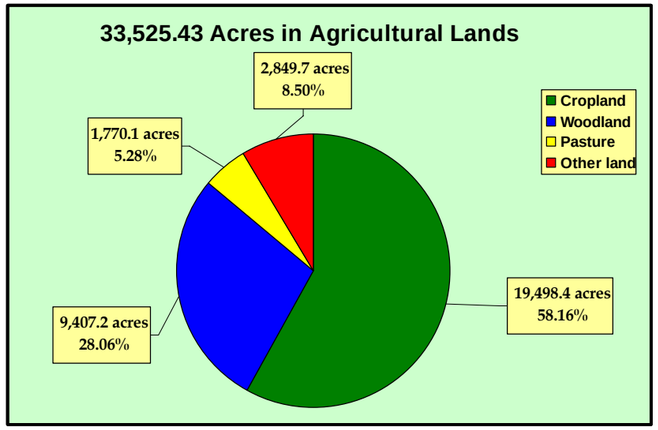
Figure 2-1: Average Size of Farm in Acres



Data Source: *United States Department of Agriculture.*

As shown in Figure 2-1: farm size has dropped from an average of 178 acres per farm to 159 acres in 2002. The break-up of farmland through land sales, development, reclassification of tax status, and further division of large tracts of land may account for the declining figure.

Figure 2-2: Distribution by Type of Agricultural Land



Data Source: Emmet County Equalization Dept and USDA.

Figure 2-2 is an illustration of how the 33,525.43 acres of assessed agricultural land are broken down in Emmet County. The number of agricultural acres is determined by how the Equalization Department assesses and classifies the land as class 101 (agricultural). These numbers are a better representative sample of the actual agricultural land, than that of the United States Department of Agriculture. The total acreage of land classified as agricultural is broken down into four categories. The cropland category is the most prominent type of agricultural land use, accounting for 19,498.4 acres. Cropland is simply defined as agricultural land that is fit or used for growing crops. The second largest portion is woodland. Woodland agriculture, which accounts for 9,407.2 acres, can be defined as wood lots, timber tracts, Christmas tree production, orchards, tree nurseries, and tapped sugar maple trees. The next category of agricultural and the third largest, is called other land. Other land makes up 2,849.7 acres of land and can include any barn lots, ponds, roads, ditches, and wastelands on a farm. Finally, pasture land accounts for 1,770.1 acres of agricultural land in Emmet County. This type of land is defined as grazing land that does not qualify as cropland, woodland, or other use.

As shown here in Figure 2-3, there has been a County-wide increase of market value production from $5,666,000 in 1997 to $5,867,000 in 2002, which illustrates a four percent (4%) increase.

Figure 2-3: Change of Market Value

Market Value of Agricultural Production In Emmet County	
1997	**2002**
$5,666,000	**$5,867,000**
↑ 4% Increase	

Data Source: *United States Department of Agriculture*

Although there has been an increase of market value production in Emmet County overall, the market value production average per farm (Figure 2-4) has dropped nearly six percent (6%).

Figure 2-4: Change of Market Value Production Average per Farm

Market Value Production Average per Farm	
1997	**2002**
$22,848	**$21,412**
↓ 6% Decrease	

Data Source: *United States Department of Agriculture*

The reasons for these changes likely stem from the rising number of farms, the apparent segmenting and dissolving of the remaining farm lands, and the addition of smaller operations that sell little more than the $2,000.00 per year required to be officially designated as a farm.

Table 2-1: Beef Cattle Inventory by County

County	Number of Beef Cattle
1.Alpena	1,774
2.Cheboygan	1,636
3.Presque Isle	1,532
4.Emmet	1,374
5.Charlevoix	801
6.Antrim	733
7.Otsego	664
8.Montmorency	615
Data Source: *United States Department of Agriculture*	

Table 2-2: Dairy Cattle Inventory by County

County	Number of Dairy Cows
1.Alpena	2,824
2.Cheboygan	1,491
3.Presque Isle	1,090
4.Emmet	750
5.Charlevoix	736
6.Antrim	699
7.Otsego	655
8.Montmorency	228
Data Source: *United States Department of Agriculture*	

2.1.1 Economic Size /Strength

Agriculture in Emmet County is primarily composed of dairy and beef farms. Tables 2-1 and 2-2 show the inventory of beef and dairy livestock in Emmet County, as well as seven nearby counties. Bear Creek and Resort Townships alone account for 85% of the County's dairy production. Emmet County ranks fourth among the eight neighboring counties in production of both beef cattle and dairy cows. In comparison to the remaining 75 counties of Michigan, Emmet County ranks 38th in beef cattle inventory and 60th in dairy cattle. Osceola County ranks highest among beef inventory with 4,204 cattle, while Roscommon County ranks lowest in beef inventory with 215 cattle. As for dairy cattle inventory, Clinton County is ranked the highest with 18,717 dairy cows, while Iron County is ranked last with 63.

2.1.2 Agricultural Preservation Areas

There are pockets of prime agricultural land and some small prime farm communities throughout the County. Seven farm communities (areas of the County) have continued to be significant farming centers: Resort Township, Bear Creek Township, Good Hart, Woodland Road-Maple River Township, Van Road–McKinley Township, Levering, and Bliss. These prime agricultural lands and farm communities are illustrated on Map 2-1 (pg 22) as Emmet County Agricultural Preservation Districts, and are areas intended to be preserved. The areas mentioned have been selected because they have productive soil types; they have been designated prime/unique farmland by the United States Department of Agriculture (USDA); they are large unbroken tracts of agricultural lands; or they already exist as farming communities, including the Centennial Farms (see section 2.1.3). Given all the referenced data above, preservation of future agricultural production and active farming communities is essential to the economic diversity of Emmet County.

2.1.3 Centennial Farms



Michigan Centennial Farms are a visible reminder of the social, cultural, and economic contributions of Michigan farmers to Emmet County and the state's settlement and continuing development. Since 1948, the State of Michigan has recognized over 500 farm families for having achieved this milestone. Emmet County currently has twelve Centennial Farms.

2.2 Natural Resources

The natural resources of Emmet County are contributors to the sense of well being enjoyed by both residents and visitors. These resources sustain and support the quality of life of those who live, work, and play in the villages, cities, and townships of the County. The economic health of County residents is also dependent upon the land and its resources. New development must occur in a fashion that protects and enhances existing land resources. Open space, in its many forms, contributes to the ambience of the area and is one of the reasons Emmet County receives seasonal visitors.

The 1990 citizen attitudes and opinions survey assessed the feelings of area citizens towards Emmet County's most pronounced natural features (Table 2-3, pg 23) including: wetlands, air quality, woodlands, topography, surface water, ground water, floodplains, beaches, and sand dunes.

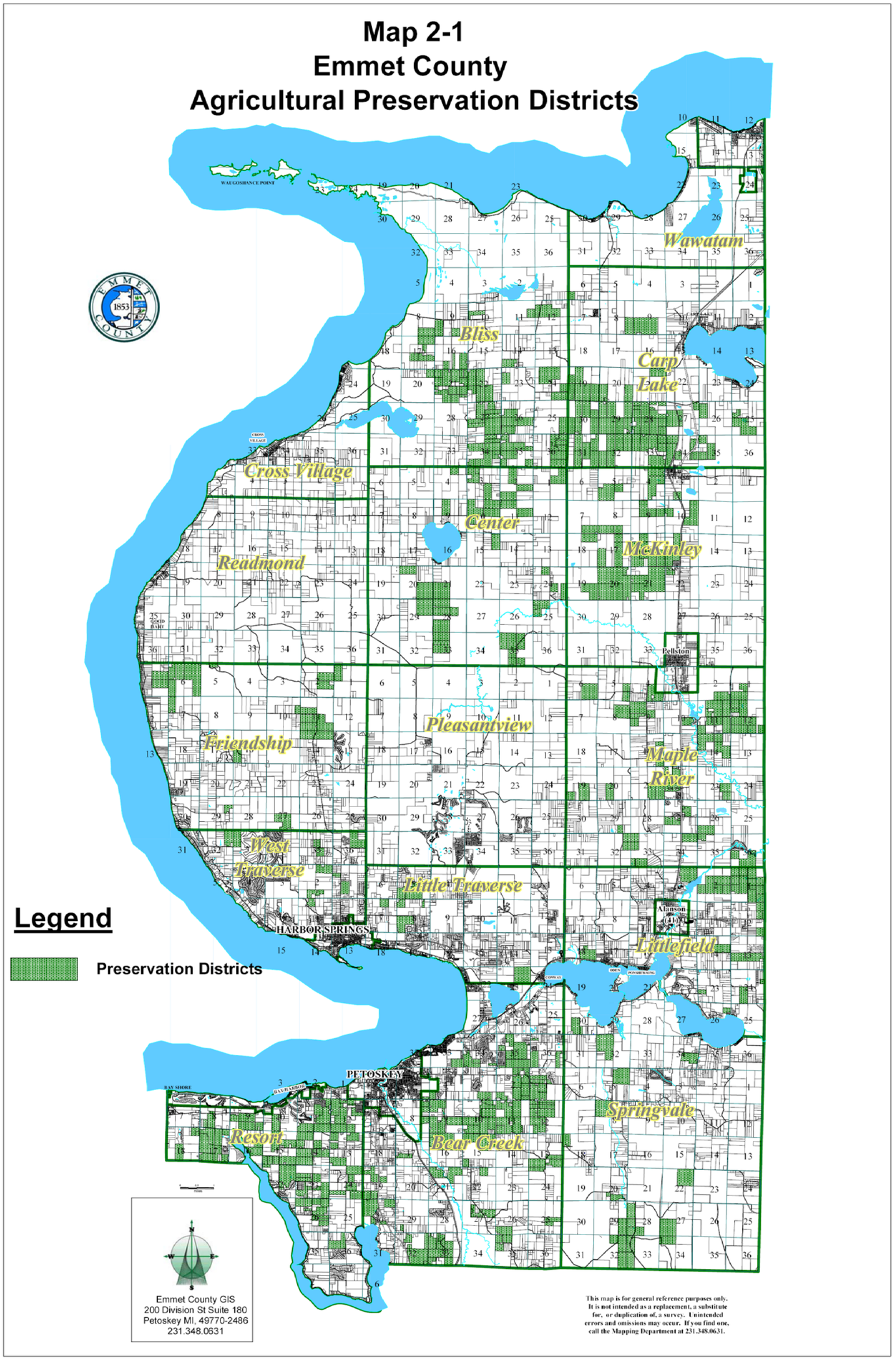

Map 2-1
Emmet County
Agricultural Preservation Districts
Wawatam
Bliss
Carp Lake
Cross Village
Center
McKinley
Readmond
Pellston
Pleasantview
Friendship
Maple River
West Traverse
Little Traverse
HARBOR SPRINGS
Littlefield
PETOSKEY
Springvale
Resort
Bear Creek
Legend
Preservation Districts
Emmet County GIS
200 Division St Suite 180
Petoskey MI, 49770-2486
231.348.0631
This map is for general reference purposes only. It is not intended as a replacement, a substitute for, or duplication of, a survey. Unintended errors and omissions may occur. If you find one, call the Mapping Department at 231.348.0631.

Table 2-3: Percent of County Residents Supporting the listed Natural Feature

Rural Open Space	90%
Scenic View	97%
Farmland Preservation	86%
Groundwater Resources	97%
Lakes and Streams Water Quality	100%
Wetlands	90%
Wildlife Habitat	96%
Managed Forest Resources	92%

Data Source: 1990 Citizen Attitudes Survey

2.2.1 Natural Features General Characteristics

Natural features comprise those elements that are evident in the outdoor environment and are easily identifiable. They are uniquely integrated into the complex web of natural processes which are responsible for providing a clean and healthy environment. These natural features provide a utilitarian function, create aesthetic beauty, and provide recreational opportunities for all residents. If protected, they can continue to reward present and future generations.

2.2.2 Resource Value of Natural Features

Within the County many state and federally protected wetlands, floodplains, lake and stream shorelines, woodlands, endangered and threatened species, and vast regions of rolling hills exist. In addition to their aesthetic and recreational value, these resources provide a clean water supply and an economic base for tourism, forestry, and agriculture. The natural environment helps define the quality of a community. The County is favorably endowed with clean air, clean surface and ground water, and varied terrain. Citizens are acutely aware of the high quality of life created by the environment, and appear to support strong policies in favor of environmental protection. This stems from awareness of how past practices can produce hidden hazards which may surface in the future as brownfields and superfund sites, in addition to the visible scars left by mining operations on the landscape.

Alteration of natural features has been standard practice in historic logging, past agricultural activity, mining operations, commercial, and subdivision development. As knowledge of the value of these resources has increased, and as they become less available, more controls over their use have been implemented by federal, state, and local governments. The reasonable application of environmental laws and zoning, along with private efforts to conserve and protect, will help ensure that these valuable resources will be present for future generations to enjoy.

Some of the general benefits of protecting and conserving natural features include:

- Pure supplies of water for municipal and/or individual water systems (wellhead protection).
- Wildlife habitat.
- Groundwater recharge and purification, flood control, pollution prevention, and the support of unique plant and animal life.
- Recreational opportunities that include hunting, fishing, snowmobiling, skiing, skating, swimming, sledding, hiking, nature study, photography, and related pursuits.
- Aesthetics (views, serenity, inspiration, rural nature, etc.).
- Educational opportunities (natural history, biology, geology, ecology, etc.).
- Economic opportunities in farming, forestry, and tourism.

Wetlands and Poorly Drained Soils

Wetland is the collective term for marshes, swamps, bogs, and similar areas that are often found between open water and upland areas. Wetlands are found in virtually every part of the County. In the past, wetlands were often regarded as wastelands and were considered sources of mosquitoes, flies, and unpleasant odors. Most people felt that wetlands were places to be avoided, or better yet, eliminated. This negative view, combined with the demand for more developable land has resulted in the destruction of some of the County's wetlands. Some areas have been drained and converted to farmland, and some filled for developments. Similar practices have occurred throughout the State. Of the estimated 11 million acres of wetlands that stood in Michigan 200 years ago, 5.5 million acres remain. One-fourth of the original 400,000 acres of coastal wetlands now line Michigan shores. Since there is little historical data on wetland identification and inventories it is not possible to estimate the total loss of wetlands within Emmet County.



Within the last 30 years, advances in ecological science have changed community attitudes toward wetlands. Scientists have documented wetlands as valuable natural resources that provide many important benefits to people and the natural environment. Wetlands help improve water quality, reduce flood and storm damages, provide important fish and wildlife habitat, support hunting and fishing activity, and offer aesthetic features in the landscape.

County wetlands were generally identified by the Michigan Resource Information System (MIRIS), Division of Land Resource Programs, Department of Natural Resources, from data compiled from 1978 aerial photography. Total acreage calculations completed by MIRIS indicate that there are 10,275 acres of wetlands in Emmet County. Of this total, approximately 85 percent is

classified as palustrine forested (PFO) and palustrine scrub/shrub (PSS) wetlands. Nearly 1,485 acres (or 15 percent) are nonforested wetlands (aquatic bed, emergent or flats).

Although pockets of wetland soils can be found in most areas of the County, wetlands are primarily concentrated in four principal areas of the County. These areas are identified on the Natural Features Map (Map 2-2, pg 25) and described below:

- A large area lies northeasterly of a line extending from Sturgeon Bay to a point in the NE area of McKinley Township.

- In the central areas of the County beginning in the north central area of Pleasantview Township and extending northerly to Wycamp Lake, impacting Center and Cross Village Townships.

- In a corridor pattern along the Crooked River and Crooked Lake. Impacts Bear Creek, Littlefield, Maple River and Springvale Townships.

- Along the Bear River in Bear Creek Township.

- Also at the North end of Walloon Lake in Resort and Bear Creek Townships.

Wetlands – Resource Value



Wetlands play a critical role in the function of the County's water-based resources. Acre for acre, wetlands produce more wildlife and plants than any other Michigan habitat type. According to the Michigan Department of Natural Resources, Michigan boasts about 2,300 native plant species. Fifty percent of these are wetland species and over 25 percent of the wetland species are threatened or endangered. In addition more than 40 percent of the 575 wildlife species in Michigan live in or utilize wetlands. This includes 10 to 15 of the 66 mammals, 180 of the 370 birds, 22 of the 28 reptiles, and all of the 23 amphibians.

Wetlands also provide these benefits:

- Reduce flooding by absorbing runoff from rain and melting snow and slowly releasing excess water into rivers and lakes. (A one-acre swamp, when flooded to a depth of one foot, contains 325,851 gallons of water.)

- Improve water clarity and quality by filtering pollutants from surface runoff, trapping fertilizers, pesticides, sediments, and other potential contaminants; and breaking them down into less harmful substances.

- Recharge groundwater supplies when connected to aquifers, and contribute to natural nutrient and water cycles.

- Produce vital atmospheric gases, including oxygen.

- Provide commercial and recreational value to the economy by producing plants, game birds (ducks, geese), and fur-bearing animals. Survival of many varieties of fish is directly connected to wetlands that provide shallow water areas for breeding, feeding, and escape from predators.

- Serve as nutrient traps for adjacent water bodies such as the Great Lakes, inland lakes and streams.

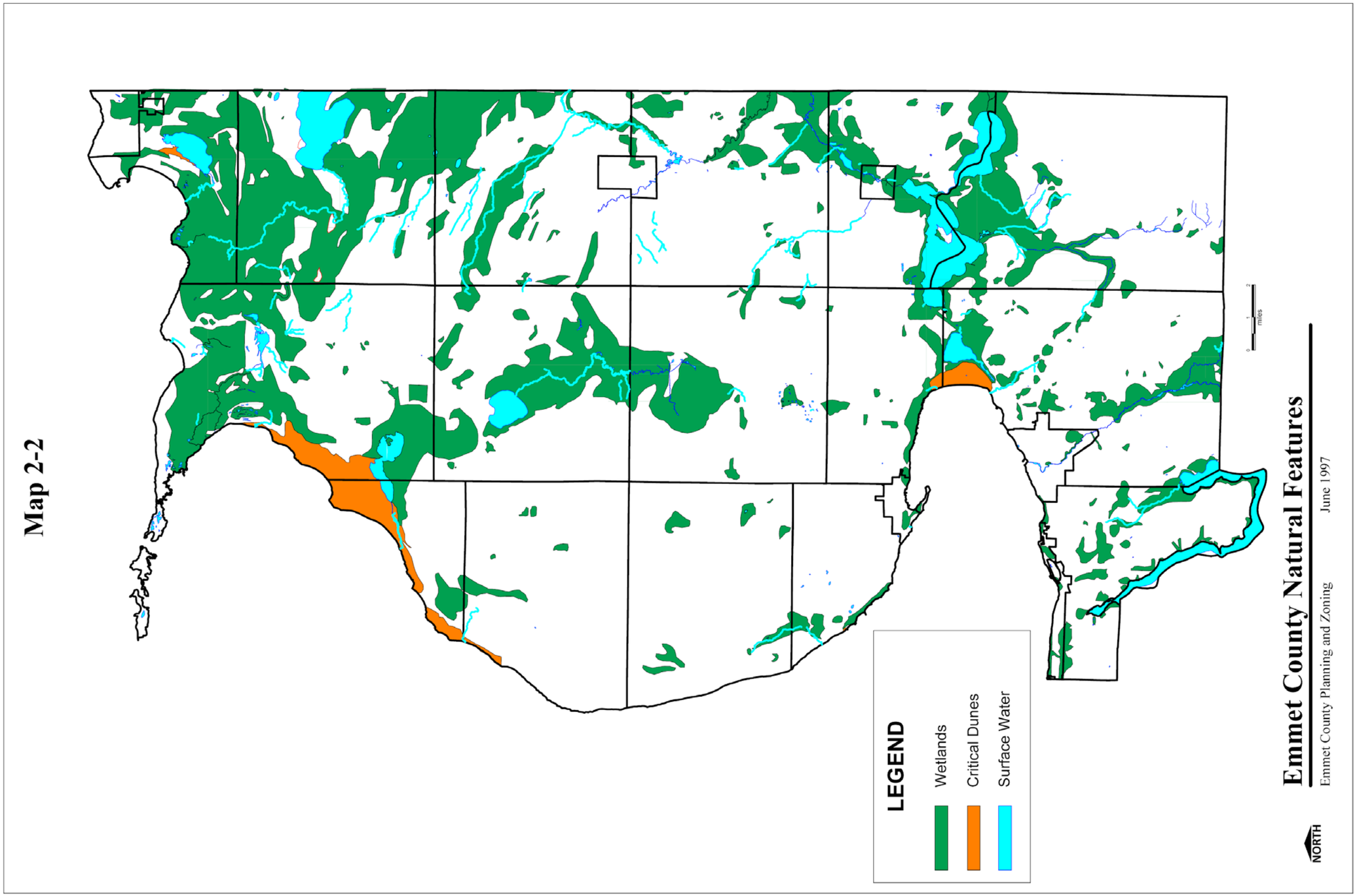
Air Quality

Emmet County's natural features go beyond the physical beauty and splendor of Northern Michigan. In the late 1800s, the rail system served as the "Hay-Fever Express" for tourists escaping the allergy season. The fresh air of Emmet County provided its guests with relief from the symptoms produced by hay fever. Air quality plays a pivotal role in enriching the County's environment and the health of its citizens. It is typically measured in terms of volume of air pollutants. Air pollution comes from many different sources such as factories, power plants, cars, trucks, windblown dust, and wildfires. Air pollution can threaten the health of human beings, trees, lakes, crops, and animals, as well as cause damage to buildings. An air data report includes pollutant levels from one of the six criteria pollutants identified in the 1970 Clean Air Act. These are the most prevalent pollutants found in air, and are used in monitoring air quality.

Monitors- *Criteria Air Pollutants*:

- CO- carbon monoxide
- NO2- nitrogen dioxide
- SO2- Sulfur dioxide
- O3- ozone
- PM2.5- particle matter with diameter <2.5 micrometers
- PM10- particle matter with diameter < 10 micrometers
- Pb- lead

Fossil fuels (coal, gasoline, natural gas, etc.), are the single largest source of air pollutants in Emmet County. Licensed motor vehicles including automobiles, trucks, buses, and motorcycles burn fossil fuels every day. Fossil fuels are also widely used for heating, electricity generation, manufacturing, and other industries. Due to an economy based on tourism with limited manufacturing, Emmet County's air quality has remained nearly free of pollutants. In fact, Emmet County ranks 21st in the state in air quality and has an emissions total of 0.09%. To put this in perspective, Wayne County has the highest emissions in the State, these totals of 2.91%, 32.3 times greater than Emmet County. The counties that rank ahead of Emmet County in air quality are those counties with low populations, little to no tourism, low industry, and large expanses of open space.


Map 2-2
Emmet County Natural Features
Emmet County Planning and Zoning
June 1997
LEGEND
Wetlands
Critical Dunes
Surface Water
NORTH
miles

Chapter 2: Agricultural, Natural, and Cultural Resources

Air Quality - Resource Value

The air quality of Emmet County has been prized throughout the years, and is part of the reason people vacation and reside here. Being able to breathe fresh clean air and get away from the frantic pace of city life leads to people with happier lives, and helps combat the potential of pollution-caused illnesses.

Woodlands

Woodlands moderate the effects of flooding, moderate micro-climates, protect soils from erosion, buffer noise, produce oxygen, and clean some pollutants from the air. Woodlands and forested lands also are beneficial to the public as a renewable resource for many industries. The State of Michigan owns vast areas of wooded land throughout the County. According to 1978 MIRIS (Michigan Resources Inventory System) calculations, there were approximately 188,270 acres of forest land in Emmet County. The Emmet County GIS department performed additional calculations in 2006 and came to a total of 197,677 acres. This accounts for slightly over 60% of the total land area. Deciduous forest land, made up of northern hardwood, central hardwood, aspen, white birch, and lowland hardwoods, accounts for 156,515 acres. Coniferous forests, made up of pine, upland conifers, lowland conifers, and Christmas tree plantations, account for 31,755 acres.



Woodlands - Resource Value

Emmet County has a varied timber stand with a quality stock of hardwoods. A significant area of the forest resource exists in small parcel ownerships, which by their nature are poorly suited for broad scale timber stand management (harvesting, processing, and reforestation). However, there are values to these forests that go beyond commercial timber production. These values include:

- Woodlands are home to a variety of plants and animals. The different forest layers, include canopy trees, herbaceous and coniferous understory, and plant masses that lie on the forest floor. These provide breeding, feeding, and refuge areas for many species of insects, birds, reptiles, amphibians, and mammals. The environmental features of woodlands are important for wildlife conservation, environmental health, and landscape diversity.

- Woodlands are important protective features for watersheds and soils. Forest vegetation moderates the effects of winds and storms, stabilizes and enriches the soil, and slows runoff from precipitation, thereby allowing it to be filtered by the forest floor as it permeates into groundwater reserves. By decreasing runoff velocity and increasing groundwater infiltration, woodlands also help to regulate flooding.

- Woodlands are buffers to the sights and sounds of civilization. Woodlands mute the noise from highways and industrial activities by altering the tonal quality of sound waves. Where possible, woodlands should be protected and/or planted in areas between residential areas and major transportation corridors or industrial sites.

- Woodlands are moderators of climate. The microclimate of a forest, created in part by the shade of the trees and the transpiration of water from the leaves, keeps surrounding air at an even temperature. Forest temperatures are generally cooler in the day and warmer at night than the more widely fluctuating temperatures of unforested areas. Woodlands in urban areas act as natural air conditioners and processors of air pollutants. Deciduous trees in particular are efficient at processing ambient pollutants. They are also our principal oxygen-producing source.

- Emmet County's vast public and private woodlands support various activities and industries, which strengthen the local economy. Camping, hiking, and hunting and gathering all depend on healthy woodlands. Lumber is harvested and processed here for many industrial uses.

Topography

Most of Emmet County's rolling topography spans the central portion of the County. This system of peaks and valleys is bisected by the Pleasantview wetland system which flows from Larks Lake south through Center Township. West Traverse, Friendship, and Readmond Townships share the west half of this topographic system that contains some of the most valued locations for recreation and scenic views. Resorts such as Boyne Highlands and Nubs Nob have taken advantage of the steep slopes and surrounding areas for development of ski resorts. County roads, undeveloped private lands, and public parks offer outstanding views of Little Traverse Bay, Lake Michigan, and the rolling countryside. Other areas with significant slopes are in Bear Creek, Resort, and Springvale Townships. Overall, topographic changes in Emmet County range from 600 feet to 1300 feet above sea level. The steep bluffs along the Lake Michigan shore offer spectacular views of Lake Michigan, and the Beaver and Fox chains of islands are visible on clear days.

Chapter 2: Agricultural, Natural, and Cultural Resources

Topography - Resource Value

Steep slopes, hillsides, and bluffs are not renewable resources. Topography is a geological feature which contributes greatly to varied ecosystem opportunities while preserving distinctive features of the local landscape. The hilly backdrop to Walloon Lake and the bluffs along Lake Michigan are good examples of topography's contribution to the landscape. Varied topography within the County is a visual asset that enhances rural character with beautiful rolling vistas and recreational opportunities.

Surface Water

Emmet County's water features include Lake Michigan, twenty-eight inland lakes, rivers, and numerous stream systems. Major inland lakes include Round Lake, Crooked Lake, Pickerel Lake, and Walloon Lake in the Southern portion of the County; Lark's Lake, Wycamp Lake, Paradise Lake, French Farm Lake, and O'Neal Lake in the Central and Northern portions of the County. Burt Lake and Douglas Lake are located in Cheboygan County, to the East, but both lakes have significant influences on Emmet County. Many of the County's streams are quality fishing resources; while the Bear River, Crooked River, and Maple River are the most significant canoe streams. The Michigan Resource Inventory System has identified 632 acres of streams, 9,605 acres of inland lakes, and 75 acres of reservoir in Emmet County. This totals 10,312 acres, representing approximately 3.5 percent of the County's total area. Emmet County boasts 68 miles of Lake Michigan shoreline, and countless miles of lake and stream shores. The Inland Water Route connects Lake Huron by a chain of lakes and rivers to its headwaters in Pickerel and Crooked Lakes.



Surface Water - Resource Value

Spectacular views, clean and unpolluted surface waters, and the tranquility of the lakes are all part of the natural ambience of Emmet County. Majestic shorelines invite outdoor enthusiasts to relax, play, and marvel at their natural splendor. These resources contribute to a viable recreational economy. In addition to aesthetic values, clean and protected surface waters are critical to human health and safety. They provide:

- Drinking water supply
- Irrigation supply
- Drainage and flood control
- Plant and wildlife habitat
- Safe recreational access (swimming, etc.)
- Supply of food (fish, waterfowl, etc.)

Groundwater

The abundance of surface water in Michigan is widely appreciated and international efforts have been undertaken to protect this resource. With two-thirds of the earth's surface covered with water, 97% of the world's freshwater is still available only as groundwater. Lakes, rivers, and streams provide only 1.5% of fresh-water resources. The remaining 1.5%is found as water vapor in the atmosphere and as soil moisture. Protecting groundwater is critical to ensuring long term quality of this life-sustaining resource. Map 2-3 (pg 28) is a representation of potential groundwater recharge areas of Emmet County and is based on soil types and permeability. It is important to identify and preserve these areas to ensure continued recharge for a sustainable groundwater supply.

Ground Water - Resource Value

Almost one-half of the state's population, and nearly all of Emmet County, use groundwater as the sole source of drinking water. Because high quality groundwater is almost wholly dependent upon the actions of people through their usage of the land, it is imperative to evaluate the impact of land use practices and changes in topography on groundwater impacts. Groundwater does not flow in vast underground rivers, it does not necessarily flow in the same direction as surface water, and soils cannot safely protect groundwater from all potential contaminants.

Floodplains

The 100-year Great Lakes floodplain in Emmet County is determined by the Federal Emergency Management Agency (FEMA). A 100-year floodplain is an area within which there is a one percent chance of a flood occurring within any year. FEMA identifies floodplains to determine eligibility for the National Flood Insurance Program. Flood maps have been prepared for West Traverse, Little Traverse, Friendship, Cross Village, and Readmond Townships, and for the Village of Mackinaw City, the City of Petoskey, and the City of Harbor Springs. Floodplain lands abut surface waters and generally follow creeks and streams.

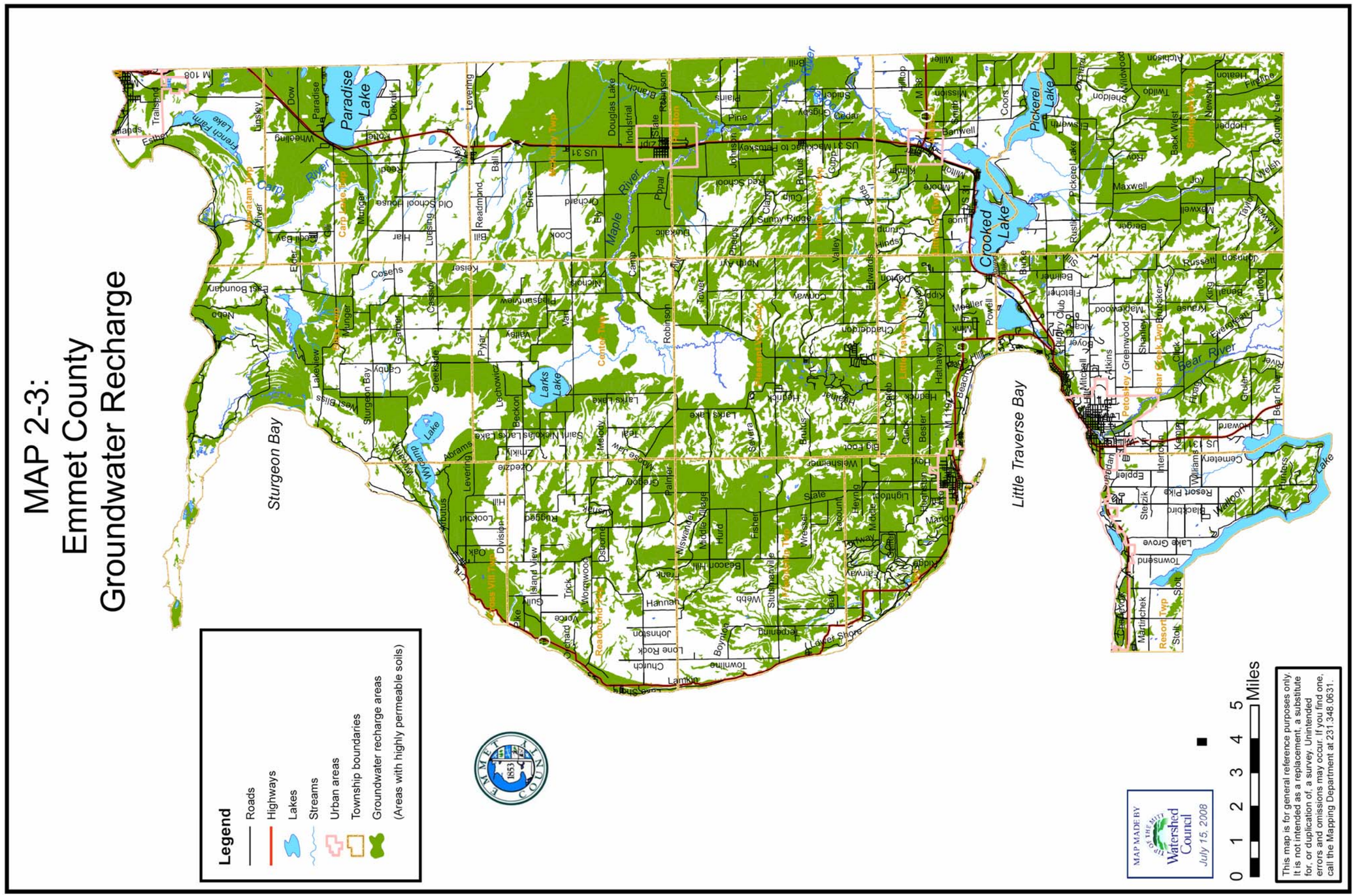
Floodplains - Resource Value

Floodplains are identified because they serve as natural water storage basins during periods of heavy rains or snow thaws. If this water were not accommodated in floodplains, the likelihood of flood damage to property would increase greatly. Engineered control systems are expensive and perhaps less reliable.

Sand Dunes



The longest stretch of fresh water dunes in the world borders Lake Michigan. Geologically young at about 10,000 years, these scenic dunes serve as a natural barrier to water or wind storm damage. They also provide a unique habitat for highly specialized plants and animals, some of which are threatened or endangered.


MAP 2-3:
Emmet County
Groundwater Recharge
Legend
Roads
Highways
Lakes
Streams
Urban areas
Township boundaries
Groundwater recharge areas
(Areas with highly permeable soils)
Sturgeon Bay
Little Traverse Bay
Paradise Lake
Crooked Lake
Pickerel Lake
Larks Lake
Maple River
Bear River
Carp River
Wycamp Lake
0 1 2 3 4 5 Miles
MAP MADE BY
Watershed Council
July 15, 2008
This map is for general reference purposes only. It is not intended as a replacement, a substitute for, or duplication of, a survey. Unintended errors and omissions may occur. If you find one, call the Mapping Department at 231.348.0631.

The lakefront orientation of the dunes has made them highly desirable sites for residential development. Legislative efforts have been made to promote an adequate balance between preservation and development. In July 1989, the state legislature passed two bills which amended Public Act 222 of 1976, to provide increased protection to areas identified by the Michigan Department of Natural Resources (MDNR) as "critical dune areas." Public Act 222 of 1976, as amended, gives municipalities the option to adopt a sand dune protection ordinance in accordance with the standards set forth in the law. Communities must pay special attention to setback requirements, including a provision that setbacks be established at 100 feet from the crest of the dune. The MDNR approves projects locating closer than 100 feet to the dune if proof can be shown that the dune will not be destabilized as a result. Emmet County adopted a dune overlay zoning district on April 12, 1991.

Within this district, structures cannot be constructed in dune areas with slopes steeper than 33%, unless a variance is granted based on plans prepared by a licensed professional architect or engineer. The plans must provide for the appropriate disposal of storm water.

Sand Dunes - Resource Value

Dune formations have long been identified as unique features within Emmet County and are recognized for their contribution to the County's attractive natural setting. The dune environment contains a number of unique plant and animal communities that rely on the shoreline and dune areas for their survival. Dunes are characteristically unstable, fragile, and prone to erosion by wind, water, and human activity. Disturbance of the natural dune character by unregulated land use activities not only heightens the risk of erosion, but threatens ecosystems that support plant and animal life, including a number of state and federally listed threatened and endangered species. Some uses or activities prohibited in designated critical dune areas include:

- Contour changes that are likely to increase erosion, decrease stability, or are typically more extensive than necessary for that use.
- A use that is not in the public interest.

The legislation notes that developments in dunes shall consider the availability of a feasible and prudent alternative location or method of construction to avoid or minimize impacting a critical dune feature.

Dark Skies and Light Pollution



Emmet County's night sky is a timeless and boundless resource, possessing value as a cultural, scenic, natural, and scientific resource. Starry skies are part of Emmet County's allure, rural character, and history; early settlers used stars for calendars and navigation. Today, unfortunately, artificial lights threaten to destroy the spectacular views and marvels revealed by a dark sky. Light pollution can also be hazardous to individuals while driving a vehicle or trying to safely navigate a boat. Reducing light pollution will conserve energy, cut down on glare, preserve County character, and maintain a view of the stars.

Light pollution can occur in the following forms:

- Sky Glow – When the overhead clouds glow a strange pink, white, and orange, from improperly aimed and placed light fixtures.
- Light Trespass – When light crosses property lines, illuminating the neighboring property.
- Glare – Too much light applied and concentrated to an area.
- Clutter - Groupings of lights that generate confusion and distract from obstacles, including those that they may be illuminating.

Dark Skies - Resource Value

As the urban population lose their view of dark skies, they often gain a new-found appreciation of the night skies of Emmet County. Since many individuals from the city cannot enjoy a star-filled night, they are generally more grateful for places such as Emmet County, where they can view the blanket of stars in the sky.

2.3 Cultural Resources

Cultural resources of the County are broadly defined and richly inclusive. The cultural resources of any community help to establish that "sense of place" or the "connectedness" of a community's collective being. Cultural resources are the bonds that define a community. They are the commonality among its citizens, and give its visitors a sense of understanding about that community. Detailed in this section are the community history, the arts, and outdoor activities that serve to communicate and define Emmet County's cultural heritage.

2.3.1 Community History

As many as twenty tribes populated the region known as Wau-gaw-naw-ke-ze, "*it is bent*", which refers to an old pine tree that leaned out over the high bluff. The early French and the British arrivals referred to it as L'arbre Croche, or Crooked Tree, which became a popular landmark for approaching canoes and vessels.



Emmet County, officially organized in 1853, was named in honor of the Irish patriot Robert Emmet. White settlers began arriving during this time, although the Odawa (Ottawa), Chippewa, and Mush-quah-ta (or Underground Indians) had lived in the area for hundreds of years.

The City of Petoskey was named after an Ottawa Indian chief, Ignatius Petosega (*Pe-to-se-ga* means *rising sun*; *Ignatius* was the Christian name given to him by the Jesuit missionaries when he was baptized).

The first summer vacationers started coming to the area after the Civil War, primarily by steamboat from Chicago, Detroit, and other major cities on the Great Lakes where tourism for the area was heavily promoted. The number of vacationers surged in the 1870s hen the railroad came to town.

Dependence on rail and steamship transportation was at its highest during this time. Tourists arrived from Great Lakes cities on steamboats and trains, and used the same modes of transportation once they arrived. Trains ran from Petoskey to Bay View, Harbor Springs, Conway, Oden, Mackinaw City, and Walloon Lake. Up to 90 trains moved in and out of Petoskey each day. At the turn of the century, the advent of the automobile virtually eliminated the use of trains and steamships as a primary means of transportation.

The grandeur of the Victorian era has been preserved in inns, cottages, and storefronts. The area is also recognized for famous past residents like Ernest Hemingway, Bruce Catton, and Stanley Kellogg.

A popular natural feature which contributed to development in the Emmet County region is the Inland Water Route. The waterway runs from Crooked and Pickerel Lakes to Burt Lake via the Crooked River. From Burt Lake, the waterway enters Mullett Lake by way of the Indian River. Leaving Mullett Lake at the north end, the waterway terminates at Lake Huron, via the Cheboygan River.

In 1879, an Act of the Michigan Legislature made Petoskey an incorporated village and established the proper legal condition for orderly improvement and growth. The area changed rapidly as the village graded streets, laid boardwalks, and provided street lighting. Substantial homes were built and maintained and the business district expanded.

The first businesses of Emmet County were Indian trading posts. Later, retail businesses opened in downtown Petoskey. Three lime mines were developed by 1874 on the southern border of Little Traverse Bay; these were Petoskey's first industrial developments. A lumber dealer and a wood manufacturing company began operation in the 1880s. Lumbering peaked in 1890, with major exports of hemlock, cedar, tamarack, and hardwoods. Fish were bought, packed, and shipped (by the Connable Fish Market) to markets from Chicago to Philadelphia. Agricultural development had advanced to the point where potatoes and turnips were exported in large quantities.

Winter sports were vigorously promoted by the area in the 1920s and 30s and again following World War II. The outstanding ski areas in Emmet County rose to national prominence during the late 1940s and remain a major business today. Other recreational activities such as hunting, fishing, boating, and snowmobiling, began to draw thousands of visitors each season.

Petoskey, Harbor Springs, and other areas in the County today are among the most beautiful and exclusive vacation property areas in Michigan. There are hundreds of retail and commercial shops throughout the County. Sailing clubs, golf courses, specialty shops, and the quaint atmosphere all add to the unique charm of the area. The turn-of-the-century architecture and the protected natural harbor ringed by hills make this setting spectacular.

Emmet County has a strong and varied heritage, and its future appears equally bright. Tourism continues to be a major economic force, as are various industries and businesses that serve year-round residents. New development is slowly changing Emmet County in many ways, but much of the historic development and the influence of the late 1800s and early 1900s continue to be preserved.



Mackinaw City reminds us of the historically important role that the Emmet County area played in the early years of our country. A major visual reminder is the restored Fort Michilimackinac. The fort was built in 1715, and had changed hands between the French, British, Americans, and American Indians. Finally after the war of 1812, the Americans retained Fort Michilimackinac for good. Once a year, local citizens replicate the conflicts and battles that took place at the fort.

2.3.2 Other Cultural Resources

Cultural resources serving Emmet County provide education, music, theater, art, religious, literary, historical, and other programs. These enrichment activities expand creative and innovative thought processes and show the diversity and history of the community. Existing cultural resources in Emmet County have been inventoried to determine existing programs, facilities, and future plans.

McGulpin's Point

In 2008, the Emmet County Board of Commissioners purchased the McGulpin's Point Lighthouse, a historically significant feature and property in northern Emmet County. The lighthouse is located on just over 9 acres 2 miles west of Old Mackinac Point Lighthouse near the Mackinaw City village limit. Constructed in 1869, the lighthouse served as a beacon for 37 years before being decommissioned and sold to a private land owner. Acquiring the property for public ownership will ensure the preservation of the lighthouse for everyone. Emmet County intends to replace the original light and lantern room, and return the current residence into a museum dedicated to the history of McGulpin's Point Light and the surrounding McGulpin family land claim. The McGulpin Point Light will shine across the Straits for the first time since 1906.

Chapter 2: Agricultural, Natural, and Cultural Resources

Bay View Association



The Bay View Association is an incorporated summer resort that was established in 1875 by a group of Methodist ministers and is today a National Historic Landmark. Broad cultural programming was developed under the direction of John M. Hall, who in 1885 was appointed superintendent of the "Chautauqua Educational Department." The Chautauqua offered reading programs, university level summer courses, and other activities.

Little Traverse Historical Society

The facilities and programs available through the Little Traverse Historical Society have existed for 76 years. The current museum building is open from May through Christmas. Membership donations, proceeds from the gift shop, and publications help pay operating costs. Monthly programs include:



- Native American programs
- Hemingway programs
- Educational programs
- Children's programs
- Volunteer training
- School tours
- Re-enactment of one room school house sessions.
- Other educational programs open to the public.

Crooked Tree Arts Center



The Crooked Tree Arts Center is a 25,000 square foot restored former Methodist Church. There are two art galleries, a sales shop, a 235-seat theater, classrooms, and studio facilities. The Crooked Tree Arts Center serves the residents of Charlevoix and Emmet Counties. There are approximately 1600 members with 40 serving on the Board of Directors. Programs are offered in the visual arts, performing arts, and arts education. Concerts, lectures, exhibits and classes are available year round to meet the needs of residents, resorters, and visitors to the community.

Little Traverse Bay Bands of Odawa Indians

According to the *Little Traverse Bay Bands of Odawa Indians*, their ancestors occupied this geographical area of Michigan long before the Europeans arrived. The Odawa were a migratory people, traveling from the Upper Peninsula and the northern area tip of Michigan in the fall, to the southern part of Michigan, where the climate was more hospitable during the winter months. In the spring, the Odawa people returned to their homelands to collect maple syrup, fish, and plant crops. When they weren't tending their gardens or doing their day-to-day chores, they gathered fruits, herbs, medicines, as well as any other food products they could dry and put away to be used during the long winter months.



After the Europeans came and settled in, the Odawa ceased to migrate to the southern areas of the state. This was due to the new immigrants or early settlers, who brought with them new food staples and work, which the tribal people took advantage of. Permanent housing, schools, and churches were then established and the



Native people went to work for the settlers or began their own businesses to make their living.

After the 1836 and 1855 Treaties were signed, the benefits the U.S. Government promised the tribes did not materialize. The Ottawa's from this area began to organize to sue the U.S. Government to try and recover monies agreed upon from the government. Federal Courts would not recognize NMOA "Northern Michigan Ottawa Association" Unit 1, because they were an organization. The tribe reorganized and took the name Little Traverse Bay Bands. (Nov. 29, 1982). Again the Federal Court would not allow the tribe their rights, this time because they were not a federally recognized tribe. On Sep. 21, 1994, President Clinton signed the bill that gave the Little Traverse Bay Bands of Odawa Indians federal recognition through Reaffirmation. The Tribe has over 4,000 members abroad, with a large number living within Charlevoix and Emmet Counties. The Little Traverse Bay Bands of Odawa Indians presently employs over 100 full and part-time employees (www.ltbbodawa-nsn.gov).

Andrew J. Blackbird Museum

Andrew Blackbird was the first postmaster in Harbor Springs, and his home also served as the first post office in the community. In 1952 the doors of Andrew J. Blackbird's former home and office were opened and a museum was established to preserve Native American history and culture.

The Little Traverse Bay Bands of Odawa Indians appointed a 10 member board called the Black Bird Museum Governing Board, which was composed of five Native Americans and five Non-Native residents. In addition to the 10 member board, two representatives from the Michigan State University Museum serve as advisors. On October 21, 1964, the Michigan Indian Foundation gifted the building and collections to the City of Harbor Springs. Today the Blackbird Museum displays artifacts of the Odawa heritage, arts, crafts, music, and written materials to serve as a research and educational center.

Harbor Springs Area Historical Society (HSAHS)

Since its inception in 1990, the Harbor Springs Area Historical Society's mission has been to preserve this area's history for future generations. In 2003, HSAHS embarked upon the renovation of the original City Hall, built in 1886 as the Emmet County seat. This Victorian-era building, located in close proximity to other historically significant buildings on Main Street, was adapted to house a history museum and opened in the Fall of 2008. The museum features exhibits, hands-on activities, and a research library.

M-119 "Heritage Route"

Locally known as the "Tunnel of Trees", the scenic beauty of this drive is breathtaking in the spring or summer, and offers a special majestic allure during the peak of the autumn color season. In 1997, with much support, M-119 was granted Heritage Route status from MDOT. The Heritage Route Program is designed to identify, inventory, protect, enhance, and in some cases, promote state trunk lines and adjacent land with distinctive or unique scenic, cultural, or historic qualities.

Mackinaw Historic Village

In 2004 the Mackinaw Area Historical Society (MAHS) created a partnership with the Village of Mackinaw City to create a Historic Village at 501 Wilderness Park Drive. The Village of Mackinaw City owns the 43 acres of land and buildings. The MAHS provides the energy for the restoration work and programming. The MAHS also collects, catalogues, and owns the artifacts used in the buildings. Eleven structures, a baseball field, a road, and a parking lot are all planned for the site over the next five years. The structures will include a pest house, ice house, storage building, school, church, privy, maple sugar shack, lumber mill, clothes pin factory, depot, and pavilion.

Inland Water Route Historical Society (IWRHS)

The IWRHS was established in the summer of 2004, with a mission to maintain and preserve the history of the Inland Water Route of Northern Michigan. In 2006, the society purchased the old Alanson City Hall, originally built in 1926 and newly renovated. The historic building houses a museum that features an extensive collection of historic photographs as well as books and artifacts pertaining to the fishing, boating, and tourism culture that sprang up along the inland route. The inland waterway connects Crooked Lake to Lake Huron via a series of lakes and rivers, and since the time of the first people, has been an important trade and transportation route.

2.3.3 Hunting and Gathering

Hunting



Hunting and fur trapping were historically the first basis for commerce in Northern Michigan. Deep forests and thick swamps provided habitat for a range of game birds and animals. Today many acres of wild habitat remain, sustaining the sport of hunting.

The elusive white tail deer is the most sought-after game animal in Emmet County, and has created its own cultural identity. Once a critical time to secure food for the year, the annual deer hunting season has become one of the most widely observed outdoor rituals in Northern Michigan. During the weeks preceding the November 15th season opener, hunters throughout the County work to sight-in their rifles, check their gear, and make supply lists and local purchases in preparation for the trip to deer camp.

Deer camps allow one to take part in a cultural legacy and share in the camaraderie with fellow hunters. When at deer camp, the outside world does not exist in the mind of a hunter. The food, storytelling, companionship, and escape from everyday life, create an enduring tradition enjoyed by generations, whether or not venison is a product of the hunt.

Morel Mushrooms



There is another type of hunting in Emmet County that has been a part of our culture since the French explorers set foot on the land. There is no need for guns, ammo, decoys, or bait to hunt this elusive species. All you need is a good eye and love for the outdoors, and you can be a successful morel mushroom hunter.

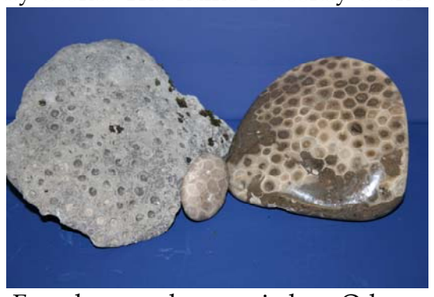
Morel mushroom hunting draws groups of people from all over Michigan and surrounding states, and is one of Emmet County's favorite pastimes. Residents and non-

residents alike drive along country roads looking for the preferred habitat of these delectable treats. Just as in other types of hunting, the hunter isn't always successful. Those who do find morels seldom dispense information on the location of their discovery. Well-guarded hot spots and sworn oaths of secrecy between friends and family are all part of the mushroom-picking culture. Mushroom hunting is fun for people of all ages and provides an avenue for individuals to reconnect with nature. The hobby has become a lucrative business for some, as premium prices are paid for this tasty fungus, which finds its way to the kitchens of the world's most discriminating restaurants.

Petoskey Stones "*Hexagonaria percarinata*"

Petoskey stones are composed of fossilized coral from the ancient Devonian period, 350 million years ago. Long ago these coral colonies inhabited the warm sea waters that once covered the state of Michigan. As a result of glacial movement 1.6 million years ago, stones from the bedrock were plucked up and deposited throughout Emmet County. Today these stones are commonly found on the beaches, sand dunes, and vast glacial deposits along Lake Michigan. In 1965, its popularity elevated it to the status of the State Stone of Michigan.

Legend and history are often intertwined, and such is the case with the Petoskey Stone. The name Petoskey Stone likely came about because it was found near the Petoskey area. The names of the stone and the city were derived from the name Petosegay. This was the name given to the son of a Frenchman who married an Odawa (Ottawa) Indian woman, and later became Chief.



Petosega means "rising sun"; the coral patterns of the Petoskey stone resemble a honeycomb of tiny suns and their rays. For many years, searching for these fossils has been a favorite activity for visitors to the area and today, Petoskey stones continue to be a popular trophy. Their patterns are subtle; best seen when wet or polished to a glossy sheen. These soft limestone fossils can be bought in gift shops throughout the state; hand polished, and shaped into an array of items. However, most people prefer to find their own Petoskey stones by combing the beaches of Little Traverse Bay and Lake Michigan.

Fishing



The clear blue waters of Emmet County provide superb habitat for all kinds of fish. Lake trout, steelhead, and salmon are caught in Little Traverse Bay while the inland lakes supply anglers with tasty pan fish, northern pike, and the occasional Muskie. Rainbow, brown, and brook trout are stalked by fly fishermen in County rivers.

A four-season climate offers anglers opportunities to fish year-round. People teach their children to fish while drifting on the waters of a small lake. A diversity of wildlife practically guarantees sightings of osprey and bald eagles, ducks and their fuzzy ducklings, graceful white swans, muskrat or beaver. The day might begin with the sounds of a loon calling the angler to action.



Ice fishing is great sport for the fisherman willing to brave the cold weather and venture onto the ice. When the bay and lakes freeze into a solid surface, it's time to try an entirely different kind of fishing. For many hardy souls, the months between December and April can be the most enticing time of the year. Shanty towns spring up on the lakes to provide protection from the elements, and then the sport takes on a social atmosphere. Anglers meet at their shanties to exchange fishing tips or share some grilled food or hot soup. Whether seeking the silence of a winter day or the good company and tales of other anglers, the anticipation of pulling a good catch through the ice is all part of Emmet County culture.

2.3.4 State and National Historic Resources

Michigan Public Act 10 of 1955 established the Michigan State Register of Historic Sites to provide official recognition for historic resources in Michigan. Today, the Bureau of Michigan History of the Michigan Department of State assesses properties for the State Register. The State Register lists sites significant to Michigan or to the county or locality in which they are found. Their significance may be in the fields of history, architecture, archaeology, engineering, or culture. The following types of resources may be eligible:

- Buildings - houses, township halls, or churches;
- Structures - bridges, dams, or lighthouses;
- Objects – fountains, monuments, or ships;
- Features - brick paving or Indian mounds;
- Open spaces - cemeteries, or landscaped parks;
- Sites of landmarks - trading posts, forts, or mills;
- Complexes - groupings of farm or factory buildings;
- Districts - historic downtowns or residential neighborhoods.

The history and cultures of Emmet County provide residents and visitors with a sense of appreciation for the foundations created in the past. These assets encourage the present generation to preserve, maintain and improve upon the heritage conveyed by our ancestors, thus preserving the County's historic legacy.

2.4 Goals - Agricultural, Natural, and Cultural Resources

The agricultural, natural, and cultural resources element is defined by this compilation of goals, objectives, strategies, maps, and programs for the conservation and promotion of effective agricultural, natural and cultural resource management.

Examples of resources include, but may not be limited to: groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface waters, floodplains, shorelines, wetlands, wildlife habitat, metallic and non metallic mineral resources, parks, open spaces, historical and cultural resources, and community design.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Agricultural

Goals

1. Maintain the existing rural character and increase the vitality of our local agricultural community and forestry operations.

2. Preserve agricultural land within Emmet County for farming.

3. Preserve inactive agricultural land to maintain its rural character, wildlife habitat, water and air quality, potential for production, and historic value.

Objectives

1. Support value-added agriculture, such as farm stands, farmer's markets, community-based agricultural businesses, and the like.

2. Promote agriculture-based tourism and community events.

3. Work in cooperation with farmers and local, state, and federal agencies to encourage diversification of agriculture.

4. Acquire up-to-date information on the status of agriculture in Emmet County to best identify strategies for future agricultural land use.

Strategies

1. Update the County Zoning Ordinances to allow for roadside stands, consumer driven agriculture, value-added agriculture opportunities, along with seasonal signs to promote these activities.

2. Coordinate with local farms and agricultural agencies in order to provide farm markets, farm stands, and harvest festivals.

3. Identify, support, and encourage the use of agricultural preservation tools, such as:

- **Purchase Development Rights (PDR)** Local government adopts a PDR ordinance identifying the process of implementing PDR.
- **Transfer Development Rights (TDR)** The Transfer of Development Rights Program helps preserve farmland and farming in the Agricultural Reserve.
- **Farmland and Open Space Preservation Act (PA 116)** Continue to use farm land and open space preservation programs.
- **Zoning**
- **Cluster Development, Conservation Design, and Open Space.**

4. Develop a County preservation program and create an Agricultural Preservation Districts Map.

5. Complete a study to identify active and potential agricultural lands. Conduct an agricultural survey on the status of farming and the support for preservation tools in Emmet County. Upon completion, update Map 2-1 to accurately reflect potential lands for preservation.

6. Create a community consensus for protection of agricultural lands by educating and involving citizens and local organizations.

7. Support local, state, and federal tax incentive programs that encourage agriculture and related industries.

Natural Resources

Goals

1. Protect, conserve, and preserve fallow fields, wetlands, woodlands, floodplains, critical sand dunes, groundwater and groundwater recharge areas, surface water, lake and stream shores, view-sheds, topography, wildlife, wildlife corridors, environmentally sensitive lands, dark skies and clean air.

2. Promote conservation programs and alternative energy sources such as:

- Recycling
- Water
- Wind power
- Solar technology
- Bio-Fuels

3. Preserve and maintain accessible County public lands and support acquisition of land for increased public access.

Chapter 2: Agricultural, Natural, and Cultural Resources

Objectives

1. Improve County Zoning Ordinance and use the Ordinance to its fullest extent to protect all natural resources of the County.

2. Educate and involve citizens and local organizations by creating a community consensus for protection of resources and sensitive lands.

3. Support and explore funding and other creative strategies for preserving natural resources and creating recreational opportunities.

4. Work in direct cooperation with local, state, and federal agencies to ensure all applicable permits and conditional approvals are in place.

Strategies

1. Regularly improve and update the Emmet County natural features map.

2. Hire a naturalist.

3. Encourage balanced development patterns that incorporate, preserve, and enhance the naturally occurring features of Emmet County as identified by the citizen's attitude survey of Emmet County Table 2-3 (pg 23).

4. Develop a County-wide water management plan to sustain the quality and quantity of water and water dependent ecosystems for future generations. The plan will address: watersheds, groundwater, shoreline protection, surface water, wetlands, and precipitation data.

5. Encourage local jurisdictions to adopt their own storm water ordinances by working with non-profit agencies and the County.

6. Coordinate efforts between local and County government to analyze and fix potential gaps in existing policies intended to protect natural resources.

7. Explore the use of solar power, fuel cells, bio-fuels, and private and commercial wind generators, and other alternative "resource friendly" forms of electric power generation.

8. Improve lighting ordinances to preserve the dark skies of Emmet County, so they can be appreciated by campers, outdoor enthusiasts, residents and visitors (or tourists).

9. Update the Emmet County Comprehensive Recreation Plan annually to specify potential lands for acquisition.

Cultural and Historical Resources

Goals

1. Protect and preserve historic properties and resources.

2. Educate and inform both residents and non-residents, to appreciate the historical and cultural resources of Emmet County.

3. Expand cultural opportunities throughout the County.

Objectives

1. Protect significant historic properties by promoting their rehabilitation and appropriate or adaptive re-use.

2. Educate the community about the benefits of historic preservation to the community's quality of life, economic development, tourist activity, and tax base enhancement.

3. Explore, preserve, and interpret the history of Emmet County for present and future generations.

4. Continue to support, partner, provide, and expand a variety of affordable and accessible cultural arts activities and resources for all ages, throughout the County.

Strategies

1. Establish and support programs and partnerships that effectively identify, recognize, and encourage the preservation, restoration, and/or continued use of historic buildings, districts, structures, and sites that give physical evidence of the County's history and development periods.

2. Promote awareness of historical and cultural resources with the help of local, state, and federal organizations. These may include universities, arts and humanities councils, historic, and literary organizations.

3. Create maps clearly identifying historic sites and locations in Emmet County in order to promote informed citizenry and tourism.

4. Explore technical assistance and funding opportunities to preserve and rehabilitate cultural, historic, and architectural heritage and resources.

5. Coordinate and increase public and private support of wide-ranging, affordable, cultural, and recreational events and organizations.

6. Promote art, drama, music, dance, and literary experiences.

Chapter 3: Recreation

3.1 Introduction

This recreation chapter of the master plan is meant to work in conjunction with the current County Recreational Plan that is updated every five years.

Emmet County is a four-season paradise, offering numerous recreational opportunities. It is because of this rich diversity of recreational activities that Emmet County is known as a world class resort community. A land use and attitudes survey was conducted by the Emmet County Planning Commission in 1990. The survey was intended to address several issues, not just recreation. However, some of the results are applicable to recreation. Table 3-1 below shows the top ten recreation activities listed as important in the survey.

Table 3-1: Top Ten Recreation Activities

Category Rank	Percent Desiring Activity
1. Beach/Swimming areas	86.80%
2. Nature/Hiking Trails	82.00%
3. Cross-Country Skiing Trails	73.90%
4. Community Youth Center	69.40%
5. Playground/ Tot Lots	67.00%
6. Bike Paths	66.80%
7. Public Marinas/ Launches	65.30%
8. Outdoor Ice Skating Rinks	62.60%
9. Campgrounds	62.50%
10. Public Golf Courses	57.90%

Data Source: 1990 Citizen Attitudes Survey

3.2 Recreational Lands

The recreational lands of Emmet County can be described under the categories of private, semi-private, quasi-public, and public. These consist of everything from major resorts to public lands available for hunting and gathering. Recreational lands of all types are considered to be valuable assets to the cultural and commercial aspects of our County.

3.2.1 Private and Semi-private

Private and semi-private recreation uses contribute to the recreational facilities and commercial forest lands available for use by community visitors and residents. The most significant private uses are the major resorts of Boyne Highlands, Bay Harbor, Nubs Nob, and Birchwood Farms. The golf clubs and skiing hills at these facilities provide extensive outdoor recreation services.

3.2.2 Conservancy properties



Since 1972 the Little Traverse Conservancy has protected 7,725 acres of land in Emmet County through nature preserves, conservation easements, and land transfer assists. Lands protected include 15 miles of lake and stream shoreline along with 12 miles of scenic road frontage. Conservancy properties are substantial land resource assets in terms of providing public recreation land and open spaces, protecting scenic views, and preserving wildlife habitat. These environmental properties play an important role in protecting the rural open space character of Emmet County.

3.2.3 Trail Corridors



Outdoor recreational opportunities are growing rapidly, and among the most popular are trail-based activities. Some examples of trail based activities include, but are not limited to walking/hiking, running, bicycling, horseback riding, cross country skiing, and snowmobiling. Ultimately trails provide alternative transportation, improved recreational opportunities, economic benefits, and increased quality of life. Trails are desirable destinations that contribute to the increasing number of visitors to the Emmet County. Examples of existing and proposed trails in Emmet County include:

- Little Traverse Wheelway
- North Country Trail
- Emmet County former railroad right-of-way converted to multi-use trail
- Network of snowmobile trails
- Safe Routes to School (Detailed in Chapter 5)

Top of Michigan Trails Council is a nonprofit organization with its headquarters located in Petoskey. This nonprofit organization was formed in 1994 with the mission of advocating and facilitating the development of multipurpose trails in lower Northern Michigan. Their service area has expanded to include eight counties and, at this time, 259 miles of trails.

3.2.4 Emmet County Property

Emmet County has acquired 3,992 acres of land dedicated to public recreation. The three major parks that make up the bulk of the land acres are the Headlands, Camp Petosega, and Cecil Bay. Other County-owned land includes Little Traverse Bay View Park, Watson Preserve, Maple River Forest, and the Emmet County Fairgrounds.

Chapter 3: Recreation

The Headlands



The Headlands is located on the Straits of Mackinac, 3.8 miles west of downtown Mackinaw City. There are 550 acres of pristine woodlands and more than two miles of undeveloped Lake Michigan shoreline that are home to many rare and endangered species. Visitors to the Headlands may experience sightings of the many wild animals native to the area including: bald eagles, osprey, white tail deer, wild turkeys, coyotes, and occasionally, a black bear. Marked nature trails guide hikers, bicyclists, cross-country skiers, and nature photographers to experience the park throughout the changing seasons.

The Headlands offers two facilities for rental to the public. The Beach House, built by Chicago architect R. Hinkley, accommodates up to 18 people and the Guest House provides accommodations for up to 22 people. Both facilities have complete kitchens and provide conference areas.

Camp Pet-O-Se-Ga

Camp Pet-O-Se-Ga was constructed by Jim Templin in the 1930's and established as a boy's camp. The young men were instructed in a variety of activities including: athletics, archery, riflery, orienteering, camping, and aviation. Emmet County purchased the property in 1992 to be used as a county park. Modern amenities were added, but the historic atmosphere of the camp has been preserved. The park encompasses some 300 acres and offers year round recreation to visitors. There are marked nature trails throughout the park, a swimming beach on Pickerel Lake, and trout fishing on Cedar Creek which bisects the property.

Facilities at the park include: campsites with electricity, modern restrooms and showers, rental cabins, playground equipment, and open game areas. The park also has a recreation hall/multi-use building which can accommodate family reunions, receptions, and meetings.

Cecil Bay

Cecil Bay is near the Northern tip of Emmet County at the mouth of the Carp River and extends east towards Mackinaw City. The park consists of 800 acres and more than one mile of shoreline on Lake Michigan. It offers fishing on the Carp River, a boardwalk, and sandy beaches for swimming in Lake Michigan.

3.2.5 State land

There are 75,352 acres of land in Emmet County that are owned by the State and that contribute greatly to the number of recreational opportunities. Of this land, only Petoskey State Park and Wilderness State Park have developed campgrounds. Petoskey State Park manages 304 acres and provides 98 campsites with modern facilities. The park also provides approximately two miles of trails for hiking and cross country skiing and one mile of shoreline open for sunbathing, swimming, and walking. Wilderness State Park manages 10,512 acres of which 26 miles are Lake Michigan shoreline. There are 250 campsites with modern facilities and 16 miles of maintained hiking trails within the park.

3.3 Recreational Activities

The County is rich in year-round outdoor recreational opportunities. Outdoor enthusiasts will quickly find a variety of activities to enjoy regardless of the season.

3.3.1 Hunting

The State of Michigan provides exceptional hunting opportunities for a wide variety of small and large game. Whether it's deer, bear, wild turkey, grouse, woodcock, rabbits, squirrels, ducks, geese, or fur harvesting, Emmet County has them all. There are sections of land open to hunting for the public on State, County, and Conservation lands. Please check with the appropriate agency to confirm which areas are open and what the regulations are.

3.3.2 Fishing

An incredible variety of fishing experiences await the angler in Emmet County. The climate, the impressive number of freshwater lakes, streams, and rivers, and access to Lake Michigan offer world class fishing opportunities. During summer and winter, anglers of all ages can be seen enjoying the pleasures of open water and ice fishing in Emmet County.

3.3.3 Skiing/snowboarding

Emmet County boasts two of the top ski resorts in the Midwest. Nubs Nob and Boyne Highlands are award winning ski destinations, and bring a considerable number of visitors to Emmet County. Both ski resorts confirmed that the peak ski season in Emmet County takes place from the start of Christmas break through to the second weekend in March, around St. Patrick's Day. Cars, trucks, and SUVs with skis and snowboards fastened to their roofs are visible signs of the economic strength and recreational diversity generated by a healthy winter tourism season.

3.3.4 Cross-country Skiing/Snowshoeing

Both groomed and ungroomed ski trails are available with levels of difficulty ranging from easy to difficult. Groomed trails can be found at Wilderness State Park, Emmet County Headlands, Nubs Nob resort, Boyne Highlands

resort, and Birchwood Farms. Many more miles of trails for skiing and snowshoeing which are not necessarily groomed or maintained are available on both private and public lands. For the adventuresome, cross country skiing and snowshoeing possibilities are limited only by the imagination.

3.3.5 Snowmobiling

Snowmobiling has long provided a relief from Emmet County's long winters, and is one of the most popular wintertime activities in Northern Michigan. Individuals can explore the 122 miles of interconnecting trails within Emmet County and connect to trails in several neighboring counties, including Cheboygan, Charlevoix, and Otsego. The majority of Emmet County trails (100 miles) are located north and east of Harbor Springs, with approximately 20 miles of trail located southeast of Petoskey, running through Bear Creek and Springvale Townships. Trails are groomed and maintained by the Michigan Department of Natural Resources in cooperation with local snowmobile clubs. It is important to note that all shoulders on County roads are open to snowmobiling.

3.3.6 Biking



Although widely viewed as recreational, bicycling is an important mode of transportation in Emmet County. Bicycling is available to residents and non-residents of all ages and socioeconomic levels. Like automobiles, bicycles provide a high degree of independence and freedom of choice. It is a great way to commute to various activities, while getting some exercise.

There are approximately 120 miles of bike paths and trails located in Emmet County. Bicycling can connect local communities throughout the area. The Top of Michigan Trails Council spearheaded the development of the Little Traverse Wheelway, which is a 28 mile bike trunkline that connects the cities of Charlevoix, Petoskey, and Harbor Springs. This trail is a non-motorized/multi-purpose route that is ordinarily used for bicycling; but runners, walkers, and in-line skaters are often seen enjoying the trail. Local cycling clubs have been created by bicycling enthusiasts from both Charlevoix and Emmet Counties. Use of the trail provides riders with safe, convenient, and enjoyable recreational access within Emmet County.

3.3.7 Boating



Acres of lakes, miles of rivers, and access to Lake Michigan, make Emmet County a target destination for every kind of watercraft from yachts to rowboats, kayaks, and canoes. According to the Michigan Department of Natural Resources, Michigan ranks third in the nation in the total number of registered watercraft. The Northern Michigan peak boating season runs from late spring, through the early fall.

3.3.8 Golf

With 15 golf courses within Emmet County, and many other courses in neighboring counties, it's apparent that golf has a recreational impact on the County. According to the Michigan Golf Course Owners Association, there are over 500,000 avid golfers within Michigan. People from all over the state and from across the country vacation in Emmet County and many choose this area specifically because it has become known as a golf destination. While many visitors simply play a round of golf as part of their stay, golf is reported as one of the primary activities of visitors while on vacation here. Emmet County's golf facilities are suited for all levels of play. Professionals and beginning golfers will find beautifully designed courses that offer challenges for all levels of play.

3.3.9 Camping



Emmet County has the lakes, streams, hills, and forests that appeal to campers and RV-ers. A variety of campgrounds and RV resorts are available, ranging from rustic to plush. Some are privately owned; others are city, county, or state owned.

3.3.10 All Terrain Vehicles (ATVs) and Off-Road Vehicles (ORVs)

Legislation has passed (PA 240 of 2008) allowing the legal use of county roads for ATVs and ORVs. The new legislation allows the County Board of Commissioners to adopt an ordinance authorizing the use of ATVs and ORVs on the maintained portion of one or more roads within the County. If an ordinance is adopted by the County Board of Commissioners, the County Road Commission may close a road to the operation of ATVs and ORVs citing environmental or public safety issues; however, they may not close more than 30% of the total linear miles of roads located within the County. Townships may close all roads within their township to the use of ATVs and ORVs. Also, within one year from the active date of this legislation, township boards may adopt an ordinance to open roads within their township to the operation of ATVs and ORVs. Presently there are no public lands designated for ATV and ORV use in Emmet County. Due to the overlap of authority, it is recommended that entities work together in the spirit of intergovernmental cooperation.

3.3.11 Hiking

Trails and paths are available in Emmet County for everything from hour long walks to backpacking trips that require several nights out under the stars. There are

approximately 104 miles of trails in Emmet County (in addition to the North Country Trail). The trails run through a variety of properties from private, township, county and state-owned lands, and are maintained to different degrees depending on ownership of the trail.

3.3.12 Swimming



There are abundant outdoor swimming opportunities in Emmet County. In combination, Petoskey State Park and Wilderness State Park alone offer 27 miles of Lake Michigan shoreline for swimming and sunbathing possibilities. Access to Lake Michigan beaches is also provided by Magnus City Park, Mackinaw City Park, City of Harbor Springs Park, and Readmond and Friendship Township parks. Inland lakes offer swimmers multiple opportunities for recreation through an array of state and township parks and public accesses.

Presently there is limited opportunity for indoor swimming as only one community swimming pool is located within the County at the Harbor Springs Public School. Some local hotels provide limited access for resident use, which usually consists of swimming lessons or water exercises led by a health professional.

3.3.13 Other Outdoor Activities

Outdoor activities in Emmet County seem almost endless. Bird watching, wildlife photography, mushroom harvesting, and berry picking combine with windsurfing, parasailing, skydiving, and flying remote controlled model airplanes to scratch the surface of possibilities. Skate parks, tennis courts, hockey rinks, baseball, and soccer fields add another dimension to outdoor recreation, while bowling alleys and gyms provide some indoor alternatives.



3.4 Goals - Recreation

The recreation element is defined by this compilation of goals, objectives, and strategies, which are identified to enhance, maintain, and promote Emmet County as a world class resort community. We recognize that Emmet County is viewed as a four-season paradise, and that the natural resources of the area present numerous recreational opportunities to our citizens and seasonal visitors. Emmet County desires to preserve the rich diversity of recreational activities available to residents and visitors.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Goals

1. Continue to improve parks and meet recreation facility needs for all age and ability groups.

2. Maintain the standing of Emmet County as a world class resort and vacation destination.

3. Preserve and maintain accessible County public lands and support acquisition of land for increased public access.

4. Maintain and expand recreational opportunities for residents and tourists.

5. Preserve and protect access to shorelines and streams for public use.

6. Insure pace of growth of parks and access to natural areas is matched with growth in Emmet County.

7. Establish a county park in the central part of the County.

Objectives

1. Support alternate modes of transportation to improve air quality, reduce environmental stress, and enhance recreational opportunities.

2. Continue to maintain and improve the water travel system in Emmet County.

3. Continue to maintain, improve, and expand existing trails in Emmet County.

4. Identify opportunities for new or expanded public facilities which can enhance the overall quality of life within Emmet County.

5. Encourage school districts to allow for shared access of facilities for recreational or other public purposes.

6. Work with community organizations to identify potential community facility locations that best serve the community.

7. Support and explore funding and other creative strategies for preserving natural resources and creating recreational opportunities.

8. Promote, develop, and maintain both seasonal and year-round recreational activities.

9. Educate the community about the benefits of historic preservation to the community's quality of life, economic development, tourism, and tax base enhancement.

10. Educate and assist schools in adopting the Safe Routes to Schools program.

Strategies

1. Implement pedestrian and bicycle connections within and between residential, commercial, employment, schools, and other community facilities through cooperative relationships with organizations and jurisdictions.

2. Incorporate the use of signs, crosswalks, and trail buffers for the safety of pedestrians, bicyclists, and vehicular traffic.

3. Enhance facilities for recreational boating and fishing.

4. Annually update and maintain an inventory of existing facilities by creating maps showing locations, use, and capacities.

5. Promote Emmet County as an eco-tourist destination.

6. Update the Emmet County Comprehensive Recreation Plan annually to specify potential lands for acquisition.

7. Encourage nature based, low impact tourist attractions, such as eco-tourism, agri-tourism, and tourist based on local history.

8. Identify opportunities to market Emmet County during off seasons with indoor recreation and services such as spas, saunas, and health resorts.

9. Create maps clearly identifying historic sites and locations in Emmet County in order to promote informed citizenry and tourism.

10. Coordinate and increase public and private support of wide-ranging, affordable, cultural, and recreational events and organizations.

11. Promote alternative methods for land preservation/open space.

12. Coordinate with local agencies, school districts, and units of government in the visioning and creation of a community pool.

13. Hire a County recreation/environmental planner.

Chapter 4: Economic Development

4.1 Introduction

The industrial distribution of employment has implications for the County's income potential and is an indicator of economic diversification. Identifying the County's high growth industries can provide clues to sources of new jobs and help in planning for economic development. According to the 2000 Census, Emmet County's largest percentage of employment (22%) was in the education, health, and social services industry. Retail trade came in second at 15%; and arts, entertainment, recreation, accommodation, and food services third at 13%. In the State of Michigan, over 30% of the population is involved in manufacturing. In Emmet County, the number is less than 10%. Although Table 4-1 illustrates a small percentage of forestry and logging in Emmet County, it does not necessarily portray an accurate reflection of this industry. Timber and other wood products sold to loggers and processors by private land owners is not taken into consideration and depicted. Standing timber is also sold to loggers and processors from outside Emmet County, thus using outside labor to cut and gather timber. Therefore, it is possible that companies and individuals engaging in this type of industry will not be included in these statistics. Local influences leading to a smaller percentage of manufacturing jobs include:



- Distance from major urban markets.
- Geographic constraints on sites for large scale industrial facilities.
- Non-existence of suitable tracts of land, close to utilities and services.
- Lack of a large, skilled labor force.
- A decline in industries such as logging, mining, and other natural resource-based activity. (Example: Penn Dixie Cement Company plant closed in 1981).

Table 4-1: Employment by Industry, Emmet County, 1990 to 2000

INDUSTRY	Emmet County 1990		Emmet County 2000	
	Employees	Percent	Employees	Percent
Agricultural, Forestry, Fishing, and Mining	271	2.00%	177	1.20%
Information *	*	*	290	1.90%
Wholesale Trade	289	2.00%	363	2.40%
Transportation and Utilities	589	5.00%	401	2.60%
Public administration	330	2.80%	563	3.70%
Financial/Insurance/ Real Estate	470	4.00%	730	4.80%
Other services (except public administration)	744	6.30%	761	5.00%
Professional, Scientific, Management, administrative, and waste management services *	*	*	1,089	7.20%
Manufacturing	1,585	13.00%	1,477	9.70%
Construction	1,162	9.80%	1,616	10.60%
Arts, entertainment, recreation, accommodation, and food services ***	*** 179	*** 1.50%	1,947	12.80%
Retail Trade	2,574	22.00%	2,333	15.30%
Educational, health, and social services	2,438	20.60%	3,457	22.70%
Business and Repair Services **	498	4.00%	**	**
Personal Services **	836	7.00%	**	**
TOTAL	**11,822**	**100%**	**14,641**	**100%**

Data Source: U.S. Census
* Not available for the 1990 Census.
** Not available for the 2000 Census.
*** Arts, Accommodations, and Food Services where not included in 1990 Census.

4.2 Employment by Occupation

Table 4-2 illustrates employment characteristics for Emmet County and the State of Michigan. The table describes employees by occupation, rather than by the industry group in which they work.

Compared to the State of Michigan, Emmet County had a higher percent of employees working in the service industry in both 1990 and 2000. This reflects the area's dependence on tourism for much of its economic base. The percentage of County residents working as operators, fabricators, construction, and labor workers has declined within the County from 1990 to 2000; however it has not reduced as sharply as the State of Michigan. In 1990, the largest occupation groups were those categorized as technicians, salespeople, and administrators, which include employees in some service industries. By 2000 the largest occupation group shifted to managers, professionals, and specialists. This would seem to indicate a change towards occupations requiring higher education.

Table 4-3 shows the comparison of worker classification in Emmet County, from 1990 to 2000. The classification is broken down into four groups representing the numbers of workers in the County.

According to the U.S. Census, nearly 87% of Emmet County's population works within the County. The remaining ten percent of residents travel to surrounding counties with the majority commuting to Charlevoix and Cheboygan Counties. Small numbers of workers travel from Grand Traverse, Mackinac, Otsego, and Presque Isle Counties to their workplace in Emmet County. Many more residents in surrounding counties such as Cheboygan, Mackinac, and Presque Isle, travel to work-places outside of their county than do residents of Emmet County. This information illustrates that Emmet County is a workplace destination for many residents in the Northwest Michigan region.

Table 4-2: Employment by Occupation, 1990 and 2000

Occupation	1990		2000	
	County %	State %	County %	State %
Managers, Professionals, and Specialists	20.90%	21.40%	30.70%	31.50%
Technical, Sales, and Administrators	28.20%	29.10%	26.70%	25.60%
Service Occupations	19.70%	13.90%	18.40%	14.70%
Mechanics, Precision Production, Transportation, and Other	14.30%	9.80%	11.70%	18.50%
Farming, Forestry, and Fishing	2.50%	1.70%	0.50%	0.50%
Operators, Fabricators, Construction, and Labor	14.40%	24.10%	12.00%	9.20%
TOTAL	**100%**	**100%**	**100%**	**100%**

Data Source: U.S. Census

Table 4-3: Worker Classification, 1990 and 2000

Worker Classification	Emmet County 1990		Emmet County 2000	
Private Wage and Salary Workers	9,397	**79.5%**	11,667	**76.7%**
Government Workers	1,266	**10.7%**	1,859	**12%**
Self-Employed Workers	1,133	**9.6%**	1,635	**11.1%**
Unpaid Family	26	**0.2%**	43	**0.2%**
TOTAL	**11,822**	**100%**	**15,204**	**100%**

Data Source: U.S. Census









4.3 Major Employers

Employer listings of Emmet County businesses indicate that the largest employer of year-round personnel in the County is Northern Michigan Hospital, with around 1,600 employees (Table 4-4). Odawa Casino and Hotel comes in second with 500 full-time, year-round employees. Eight employers in the County have over 200 employees, and 20 employers have 100 or more employees.

The diversity of major employers in the County helps protect the area from sudden and severe economic impact due to closures and cut-backs. A large number of smaller enterprises can be viewed as a source of economic strength, highlighting the diversification of employment in the area. Major industries within the County include food processing, wood products, plastics, printers/publishers, health care, tourism/resort, utilities, tool and die, electronics, and services.



Table 4-4: Major Employers within Emmet County (Full-time)

Firm	Location	Employees 1998	2006	Product
Nub's Nob **	Harbor Springs	-	15-200 **	15 Summer, 200 winter
Bay Harbor Yacht Club **	Petoskey	76 **	30-110 **	Exercise Facility, Dining Area
Pellston Public School District	Pellston	100	95-100	Public School District Office
Alanson Littlefield Public School District	Alanson	-	34	Public School District Office
Kmart Corporation	Petoskey	120	50	Department Stores
Independence Village	Petoskey	-	51	Senior Health Care
Friendship Center	Petoskey	-	52	Senior Activity Center
American Spoon Foods Inc	Petoskey	100	60	Manufacturing Gourmet Preserves
Town & Country Cedar Homes	Petoskey	72	61	Construction
Michigan Maple Block Company	Petoskey	75	70	Manufacturing
North Central Michigan College	Petoskey	200	100	4 year college and other
Moeller Aerospace Technology	Harbor Springs	100	105	Manufacturing Aircraft Engine Parts
Birchwood Construction Co Inc	Harbor Springs	100	107	Construction
Petoskey News Review	Petoskey	75	107	Newspaper
Bortz Health Care of Petoskey	Petoskey	125	130	Skilled nursing care facility
Northern Die Cast *	Harbor Springs	130	135	Manufacturing
Control Engineering Co Inc	Harbor Springs	200	145	Manufacture Electric Enclosures
Circuit Controls Corp	Petoskey	140	145	Manufacturing
Manthei Co	Petoskey	-	165	Manufacturing
Petoskey Plastics	Petoskey	200	170	Manufacturing
County of Emmet	Pet/H.S	118	180	Governmental services
Bay Bluff	Harbor Springs	100	191	Senior Care
Continental Structural Plastic*	Petoskey	244	201	Manufacturing
Glens Market Inc.	Petoskey	130	215	Retail Grocery Store
Harbor Springs School District	Harbor Springs	130	234	Public School District Office
Petoskey School District	Petoskey	-	320	Public School District Office
Wal-Mart Stores Inc	Petoskey	350	320	Discount Department Store
Victories Casino and Hotel	Petoskey	500	500	Entertainment & Hotel
Boyne USA Inc. **	Harbor Springs	125 **	600 **	Hotels and Motels
Northern Michigan Hospital	Petoskey	1180	1600	Health Care

Data Source: Harris 2004 Industrial Directory and County Economic Development Contact
** Recently closed.*
*** Seasonal Employment.*

4.4 Employment

The rate of unemployment in Emmet County dropped 3.1% between 1990 and 2000 (Figure 1-3, Chapter 1, Page 18), however after the recession in 2001 the rates began to climb once again for the U.S., State, and County. Although the rates are climbing in Emmet County, the rate of change appears to be more gradual than in the rest of the State.

The visible trends of rising and falling unemployment closely shadow the fluctuations illustrated by the state and rest of the country. It can be expected that as the unemployment rate rises and falls in the United States and Michigan, Emmet County's rate will follow suit.

4.5 Income

Per capita personal income (Table 1-11, Chapter 1, Page 18) in Emmet County remained slightly lower than both the State and Nation until 2004. This is often indicative of communities beyond the immediate influence of a metropolitan area, especially those which are economically based on tourism or service employment.

In 2004 Emmet County had a per capita personal income (PCPI) of $32,709. The PCPI for Michigan was $32,079, and the national average was $33,050. The 2004 PCPI for Emmet County reflected an increase of 19.6 percent from 2000. The 2000-2004 State change was 10.1 percent and the national change was 12.1 percent.

4.6 Poverty

In 1990, approximately 8.5 percent of Emmet County residents had household incomes below poverty level. Even with the addition of 6,397 residents to Emmet County between 1990 and 2000, poverty rates have decreased to 4.5 percent of the total population (Table 4-6). The County poverty rate for seniors (persons age 65 and over) in the year 2000 was 7.8 percent, which is down from the 1990 census when the poverty rate was 11.9 percent. With the poverty levels decreasing in Emmet County, the median household income of residents is increasing. In 1990 the median household income for Emmet County was $26,015 and in the year 2000 it was $40,222. If adjusted for inflation, the 1990 figures would equate into a median household income of $33,764, yielding a 19.1 percent increase between 1990 and the year 2000.

Table 4-5: Income and Poverty Status by Civil Divisions in Emmet County and State of Michigan 2000

Government Unit	Per Capita Income	Median Household Income	Poverty Status: % of Population
Village of Alanson	20,703	33,125	-
Bear Creek Twp.	22,534	44,129	3.1
Bliss Twp.	17,094	36,339	1.8
Carp Lake Twp.	18,667	34,700	6.6
Center Twp.	16,201	38,333	2.9
Cross Village Twp.	32,535	46,364	14.3
Friendship Twp.	22,324	46,000	4.3
City of Harbor Springs	21,876	35,341	5.3
Littlefield Twp.	18,737	37,694	2.3
Little Traverse Twp.	20,830	41,228	4.3
Mackinaw Village	18,725	37,031	7.5
Maple River Twp.	16,765	40,270	11.9
McKinley Twp.	13,907	32,961	5.1
Village of Pellston	13,047	37,292	10.8
City of Petoskey	20,259	33,657	6.6
Pleasantview Twp.	20,332	42,333	2.0
Readmond Twp.	20,270	40,114	3.5
Resort Twp.	25,080	52,772	1.8
Springvale Twp.	19,640	44,148	5.5
Wawatam Twp.	19,525	35,909	5.1
West Traverse Twp.	31,136	64,167	3.3
Emmet County	**21,070**	**40,222**	**4.5**
State	**22,168**	**44,667**	**7.4**

Data Source: U.S. Bureau of the Census.

4.7 Labor Force

The labor force represents the human factor of producing goods and services in the economy. Two key components of the labor force are quality and quantity. Both of these variables will determine the economy's productivity and growth. Wages and salaries are determined by the interdependence of employees who supply services and employers who need services. This ratio of supply and demand also determines the number of people employed.

Labor force information can be used by human resources planners to gauge the number of individuals experiencing unemployment problems and to increase the responsiveness of training programs to changing conditions. Having a strong labor force growth is important to ensure an adequate labor supply.

Between 1990 and 2000, the number of people in the U.S. labor force increased by 13.5 million, or 10.8 percent. From 2000 to 2005, Emmet County's labor force increased by 2,295 workers (11.3 percent), but the unemployment rate continued to rise (Table 4-7). Although unemployment has risen in the area, Emmet County ranks second in the Northwest Michigan region only to Benzie County for growth in the number of workers in the labor force. During this same time frame (2000 to 2005) the Emmet County unemployment rate in 2002 (7.0%) passed the State of Michigan 2002 rate (6.2%).



Table 4-6: Emmet County Labor Force Data

Year	Labor Force	Employed	Unemployed	Unemployment (%)
2005	20,352	18,809	1,543	7.6
2004	19,956	18,376	1,580	7.9
2003	19,130	17,681	1,449	7.6
2002	18,426	17,127	1,299	7.0
2001	18,250	17,147	1,103	6.0
2000	18,057	17,077	980	5.4

Data Source: U.S. Department of Labor Bureau of Labor Statistics

Table 4-7: State of Michigan Labor Force Data

Year	Labor Force	Employed	Unemployed	Unemployment (%)
2005	5,097,457	4,753,822	343,635	6.7
2004	5,073,174	4,717,152	356,022	7.0
2003	5,054,902	4,696,338	358,564	7.1
2002	5,049,238	4,733,812	315,426	6.2
2001	5,143,869	4,876,338	267,531	5.2
2000	5,143,916	4,953,421	190,495	3.7

Data Source: ***U.S. Department of Labor Bureau of Labor Statistics***

4.8 Business and Employment Programs

With the uncertainties of Michigan's economic future contributing to local market concerns, it is important to have groups and organizations designed to help both new and existing businesses. Assistance to the local labor force also helps to create a vibrant economy. The following organizations, along with the Economic Development Corporations (EDCs) of Emmet County and the Village of Mackinaw City, are important resources to foster and stabilize Emmet County's economic future.

4.8.1 North Central Michigan College

North Central Michigan College (NCMC) offers degrees relating directly to many Northern Michigan businesses. In addition, the college has established the Institute for Business and Industry Training (IBIT) which offers specialized training in the areas of project management, word processing, electrical wiring and troubleshooting, programmable logic controllers, blueprint reading, geometric tolerancing, computer skills, robotics, and supervisory training. The Institute was developed to assist companies with specific training needs, to prepare dislocated workers for new jobs, as well as to retrain existing employees.



4.8.2 Service Corps of Retired Executives

S.C.O.R.E. is a non-profit organization dedicated to informing and educating businesses on how to achieve growth and success. They provide free consultation to meet the needs and objectives of their clients. Workshops may also be utilized by both new and existing businesses to transform dreams into reality.

Comprised of volunteers, S.C.O.R.E. uses real world working and retired professionals to help businesses achieve success. Thousands of hours are donated by experts in areas such as accounting, finance, marketing, and management in order to create an organized business plan.

4.8.3 Chamber of Commerce

Local area chambers represent the voice of the area business community. Their efforts are focused on giving businesses a place to thrive, while implementing programs and social events. The chambers found in Emmet County are: Harbor Springs Chamber of Commerce, Greater Mackinaw Area Chamber of Commerce, and the Petoskey Regional Chamber of Commerce. There are also two visitor bureaus in the County: Mackinaw Area Visitors Bureau, and the Petoskey-Harbor Springs-Boyne Country Visitors Bureau. Serving their respected areas, these organizations offer an array of business and self-promotional tools. With the help of S.C.O.R.E., information is presented to encourage the growth of both new and existing businesses, by guiding the creation of a solid business plan.

Programs such as "Chamber University" offer educational opportunities intended to help businesses become more profitable. They focus attention on the workforce, retail operation, customer service, and the ever-changing market. Leadership and mentoring programs are set in place to foster the growth of individuals in becoming community leaders through advice, encouragement, and experience. These programs provide exposure to the real world and the challenges that will be faced both personally and professionally. The goal is to increase the number of quality leaders to take part in important decision making efforts pertaining to long-term economic goals and ideas.

Volunteer opportunities, as well as special networking events, are used to build relationships between local business owners, professionals, and the community. The Ambassador program, area event planning, Business Before and After Hours, open houses, and various other committees are used as networking tools.

4.8.4 Northern Lakes Economic Alliance (NLEA)

The NLEA serves Antrim, Charlevoix, Cheboygan, and Emmet Counties, and acts as a resource center for local companies by providing information on business-related matters. They provide long-term business assistance services to companies that are starting up, expanding, or relocating here. In addition to helping private businesses, farmers, and entrepreneurs, the NLEA takes part in community development.

The Economic Alliance works with communities across the County to identify projects that will have a positive economic impact to that community. These projects help businesses locate to an area and possibly expand in order to increase their market potential. Examples of projects that the NLEA helps to facilitate include improvements to roads, water, sewer, natural gas, electric, and telecommunications.

In addition to packaging and writing grant applications, grant administrative services are provided. These include conducting environmental reviews, holding public hearings, creating community development plans, monitoring for state and federal compliance, processing payment requests, and coordinating activities with the grantor, grantee, client, contractors, and project engineers.

4.8.5 Charlevoix-Emmet Intermediate School District (Char-Em ISD)

Char-Em ISD is dedicated to the development of the area's youth. Between Charlevoix and Emmet County, the ISD serves 11,450 students representing eleven public school districts, six private schools, and three public academies. Char-Em ISD offers alternative programs and services in order to accommodate the diverse needs of County students. Some of these programs and services include:

- Career and Technical Education Assistance
- Technology Consultant
- Business Services
- Enrichment Programs
- Teacher Consultant Services
- Special Education
- Early Childhood Education

More than 1,000 handicapped students and 2,500 vocational education students participate in Char- Em ISD programs. In addition to providing educational programs, Char-Em helps transport those individuals enrolled. According to Char- Em ISD, specialized transportation is available and may include wheelchair lifts and special restraints for students when necessary. Financial assistance and training are also provided to all local school districts when adaptive equipment is needed for transporting handicapped students.

4.8.6 Northwest Michigan WORKS!

Northwest Michigan Works! provides services in Emmet County which helps both job seekers and employers match their needs. Michigan Works! offers nearly a dozen programs and incentives for Emmet County residents find the work they need.

Programs include:

- Michigan's Talent Bank.
- Employer Services.
- Self-Serve Resource Rooms.
- Adult Services.
- Youth Services.
- Training Programs and Work Shops.
- Readjustment Services for Workers.
- Federally Administered Programs.
- Welfare Reform Programs.

In addition to the above programs and workshops, Michigan Works! offers career advisors to assess an individual's job interests and skills, and help with career planning. The advisor is also able to provide job seekers with a state-wide system for posting resumés and searching for job openings.

Various programs and funds are available for those individuals with a desire to further their education. Classroom training and financing are also provided for qualified individuals who wish to attend classes at North Central Michigan College. This partnership allows residents of Emmet County to acquire new skills, a certificate, or a degree which could lead to a higher paying job.

4.8.7 Additional Programs

Other technical training, job placement, and independent living programs are available to mentally and physically handicapped and displaced workers. These services are offered through Community Mental Health, Michigan Rehabilitation, Department of Social Services, and Little Traverse Enterprises. These agencies provide clients with real life training and experience in order to better help them obtain a job. Other agencies included are Emmet County's Economic Development Corporation "EDC" and the Village of Mackinaw City's "EDC".







4.9 Public Schools

Education is an important factor in analyzing the capabilities of the local work force and the economic vitality of the community. Statistics indicate that the school districts within Emmet County experienced an overall increase of 29% in kindergarten through high school enrollment over the 30 year period of 1960-1990. At present there are five school districts; in 1991 Cross Village School District merged with the Harbor Springs School District. Table 4-9 shows enrollments for the five-year period of 2000 to 2004, during which two school districts recorded enrollment losses of -9.9% (Littlefield) and -2.6% (Pellston).

4.9.1 Mackinaw City Public Schools

The Mackinaw City school district is unique because of its location and student enrollment. The physical location of the school is in Emmet County, but over half of the students attending Mackinaw City schools are residents of Cheboygan County. According to Mackinaw City Public Schools, school enrollment in 2006 was at 217 students. Of the 217 students in the school district, 100 reside in Emmet County.

Table 4-8: School Enrollment, Emmet County School Districts, 2000-2004

District	2000	2001	2002	2003	2004	2000-2004 % Change
Petoskey	2,973	3,029	2,991	3,065	3,062	**+ 3%**
Concord of Petoskey	288	285	299	271	307	**+ 2.5%**
Harbor Springs	1,054	1,099	1,123	1,148	1,146	**+8.7%**
Littlefield	475	456	427	446	428	**- 9.9%**
Village of Mackinaw City	233	242	245	243	235	**+.85%**
Pellston	772	763	750	747	752	**- 2.6%**
Total	**5,795**	**5,874**	**5,835**	**5,920**	**5,930**	**+2.3%**

Data Source: Michigan Department of Education







4.9.2 Private Schools/Independent Schools

The County is also served by a number of private schools, independent charter academies, daycare centers, and preschool programs. Currently there are 355 students enrolled in private or independent schools in Emmet County (Table 4-10). Harbor Light Christian, Montessori, Seventh Day Adventist, and St. Francis Xavier are examples of the four schools classified as private or independent. St. Francis Xavier has shown consistent growth over the past six years elevating their enrollment by 14.5%. Harbor Light Christian School's student enrollment has dramatically declined by 49.2%.

4.9.3 Special Education

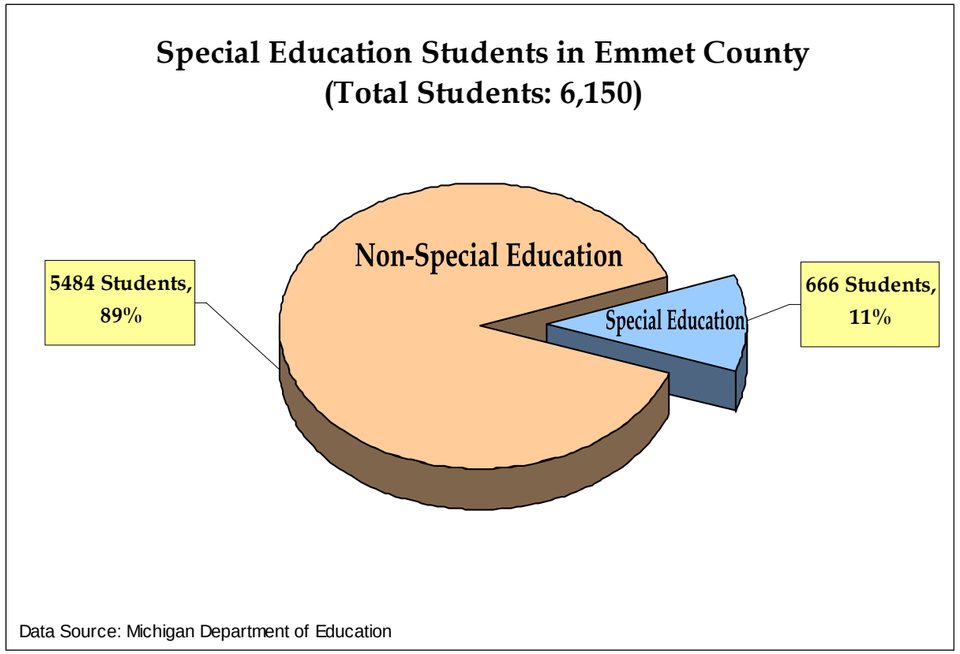
Oftentimes, students with learning disabilities can go unnoticed and fall through the cracks of the educational system. It is important that children who need special education receive the attention they require to flourish as individuals. Of the 6,150 students residing in Emmet County, 11% participate in some form of special education (Figure 4-2). There are seven categories that are used in the classification of special education. These categories include specific learning disability, speech and language impairment, cognitive impairment, physical and other health impairments, emotional impairment, low incidence disabilities, and early childhood developmental delay.

Table 4-9: Independent/ Private Schools in Emmet County

School	2000	2001	2002	2003	2004	2005	2006	2002-2006 % Change
Harbor Light Christian	195	178	160	147	129	105	99	- 49.2 %
Montessori	32	32	31	28	32	36	34	+ 6.2%
Seventh Day Adventist School	8	7	7	5	4	5	9	+ 12.5%
St. Francis Xavier	186	170	179	189	211	213	213	+ 14.5%
Total	**421**	**387**	**377**	**369**	**376**	**359**	**355**	**- 15.7%**

Data Source: Michigan Department of Education

Figure 4-1: Students Participating in Special Education



4.10 College/University

As discussed in the Community Profile Chapter (Chapter 1), the level of education and number of higher educated residents is increasing in Emmet County. The percentage of graduates with a college degree is higher than that of the State of Michigan and the United States. A reason for this may be due in part, to the presence of North Central Michigan College, as well as the potential for greater household incomes that exists with higher education.



NCMC is an accredited community college that offers a wealth of academic, economic, and cultural opportunity. They provide a broad range of classes which may lead to certification, an associate's, a bachelor's, or an advanced degree from the University Center.

North Central Michigan College and six universities joined together to form a University Center. NCMC united with Central Michigan University, Ferris State University, Lake Superior State University, Lawrence Technological University, Michigan State University and Spring Arbor University to offer significant educational opportunities to Emmet County residents. Students can complete the first two or three years of their program for a bachelor's degree though NCMC. The remainder of the program can be obtained through the courses the University Center offers. Residents following this educational track can save substantial amounts of money by paying NCMCs low tuition rates for the majority of their degree programs.

North Central Michigan College claimed an enrollment of 2,792 students for the fall 2005 semester, up 3.45 percent over the fall 2004 semester (Table 4-11). Credit hours were up 5.4 percent, to the highest number for a fall semester reported during the last 14 years. North Central's increases compared favorably with other Michigan community colleges which, as a group, reported a 1.1 percent increase in head count and a 0.91 percent increase in credit hours compared with the previous year.

North Central's largest increases came in two areas: students entering any college for the first time and transfers. In the college's broad service area, there was a slight increase in the number of graduating seniors who chose to go directly from high school to North Central. In 2004, 13.28 percent of the 1,951 graduating seniors went to NCMC. This compares to 13.93 percent of the 2,046 students who graduated in 2005. High school students attending through the dual-enrollment program accounted for 11.07 percent of the College's enrollment.

NCMC is financially supported through millage revenue from Emmet County, student enrollment, and funds from the Michigan Department of Education. These three contributors enable the residents of Emmet County to gain the knowledge and skills needed to successfully join the workforce.



Table 4-10: NCMC Fall 2005 Student Enrollment by County

Antrim	79
Cheboygan	367
Charlevoix	484
Emmet	1,350
Mackinac	28
Montmorency	16
Otsego	324
Presque Isle	52
All others	92
Total	**2,792**

Data Source: North Central Michigan College

4.11 Recreation

Emmet County is a four-season paradise with numerous recreational opportunities to offer. It is because of this rich diversity of recreational activity that Emmet County is known as a world-class resort community. Recreation clearly is one of the County's economic strengths.

4.11.1 Hunting

Hunting is just one component of economic vitality in Michigan and Emmet County. Although there are many species of animals hunted in Emmet County, the whitetail deer is regarded as the most popular choice. According to the Michigan Department of Natural Resources, a projected 750,000 individuals state-wide will purchase at least one deer license in 2006. Hunters will spend more than 10 million days enjoying deer hunting recreation during the archery, firearm, and muzzle loading seasons combined. Many individuals travel and stay in rural areas like Emmet County for the principal purpose of hunting. The United States Fish and Wildlife Service estimates that deer hunters spend an average of $53 per day, which contributes a total of more than $500 million in revenues for food, lodging, transportation, and equipment.

4.11.2 Anglers

According to the Michigan Department of Natural Resources, the State of Michigan ranks eighth in the nation in numbers of licensed resident and nonresident anglers. This contributes $2 billion annually to the state's economy. Anglers in Emmet County have access to freshwater inland lakes, streams, and rivers as well as Lake Michigan. The existence of these clean waters and healthy fish populations create a reliable business sector in the County.

Fishing combined with all types of hunting adds $3.45 billion dollars to Michigan's economy. Due to its prime location and abundant resources, Emmet County shares in these economic benefits.

4.11.3 Golf

With 15 golf courses in Emmet County, and many other courses in neighboring counties, it's apparent that golf has an economical impact in Northern Michigan. According to the Michigan Golf Course Owners Association, there are over 500,000 avid golfers within Michigan, who contribute 3.1 billion dollars to the State's economy. People from all over the state and from across the country vacation in Emmet County and many of them choose to play a round of golf. In fact, golf is reported as one of the primary activities enjoyed by residents on vacation. The Sports Research Institute indicates in Table 4-12, that daily expenditures by golfers are estimated at $224.56.



Table 4-11: Economic Value per Golfer per Day

Category	Contribution
Course Expenditures	$ 84.49
Alternative Activities	$37.83
Meals	$26.00
Gas/Transportation	$23.14
Lodging	$53.10
TOTAL	**$ 224.56**

Data Source: Sports Research Institute

4.11.4 Skiing and Snowboarding

Michigan's downhill ski areas play an important role in maintaining tourism during the winter season. Emmet County boasts two of the top ski resorts in the Midwest. Nubs Nob and Boyne Highlands are award winning ski destinations, and bring a considerable number of tourist dollars to Emmet County. According to the Department of Parks, Recreation, and Tourism Resources at Michigan State University, skiers in the State of Michigan spend as much as $114.60 per day. This figure is based on the money spent during the course of the day at the resort, as well as in the local communities. The University also indicates that downhill ski areas generate close to $146 million in skier and snowboarding spending for local economies. Both ski resorts confirmed that the peak ski season in Emmet County takes place from the end of December through mid-March.

4.11.5 Snowmobiling

Once the first blanket of snow covers Emmet County, snowmobiles can be heard in the distance. According to the Michigan Department of Natural Resources, Michigan ranks first nation in the number of registered snowmobiles and when there is an abundance of snow, snowmobilers generate $1 billion for Northern Michigan communities. Trails are located throughout Emmet County, connecting cities, towns, and villages, and allowing them all to benefit from snowmobiler spending. These trails produce revenues for many restaurants, gas stations, and retail stores in the County. According to the Michigan Snowmobile Association, the average snowmobiler in 2005 spent over $4,000 a year for trips. As illustrated in the previous section, Emmet County's tourist economy, unlike many others in Michigan, is able to benefit from tourism during the winter months.

4.11.6 Camping

Emmet County's location and natural resources make it appealing to campers from throughout Michigan and surrounding states. According to the Department of Parks, Recreation, and Tourism Resources at Michigan State University, campers account for about $360 million in spending, and a typical camping party spends about $80 per night in nearby local communities. As one example, the County-owned Camp Pet-o-se-ga currently offers 61 campsites, five cabins, and a recreation hall available for year round outdoor enthusiasts. From May 1st to November 3rd 2006, 4,126 nights of camping took place. When correlated with the data provided by the Department of Parks, Recreation, and Tourism Resources at Michigan State University, the individuals staying at camp Pet-o-se-ga generated $330,080 of spending in the local community and surrounding areas.

4.11.7 Boating

According to the Michigan Department of Natural Resources, Michigan ranks third in the nation in the total number of registered watercraft. Recreational boating contributes $2 billion to Michigan's economy. Emmet County, with its large lakes and access to Lake Michigan, enjoys its share of this income. Food, clothing, and fuel retailers; harbor-side dining and lodging facilities; marinas and boathouses; boat and engine repair services; outfitters, and even Laundromats are among businesses needed by local and transient boaters. The Village of Alanson relies heavily on business generated by boater traffic along the Inland Waterway.



4.11.8 Trails

Outdoor recreational opportunities are growing rapidly, and among the most popular are trail-based activities. Although is it is difficult to place a specific monetary value on the direct economic benefit of trails in Emmet County, trails are a vital part of the recreation industry. Ultimately trails provide alternative transportation and increased recreational opportunities. They contribute to an enhanced state of health. Trails are desirable destinations, bringing an increasing number of visitors who participate in the local economy. Trail users typically require food, lodging, supplies, repairs, specialized equipment, and often fuel. This type of low-impact activity adds value to Emmet County's economy, environment, and quality of life.



4.12 Airports

Two airports exist within Emmet County, the Pellston Regional Airport and the Harbor Springs Municipal Airport; both are outlined in further detail in the Transportation chapter of this Master Plan. Contributing to the region's quality of life, these airports give the residents, seasonal residents, and vacationers of Emmet County the ability to travel anywhere in the world quickly and safely. The economic impacts of these two airports are felt throughout the region as plainly identified in the Community Benefits Assessment supplied by the Michigan Department of Transportation – Bureau of Aeronautics. The Pellston Regional Airport reportedly brings $27.5 million to the local economy, while the Harbor Springs Municipal Airport adds $14.8 million.

4.13 Areas for Economic Growth

Emmet County relies heavily on its tourism industry to sustain its economy, as can be observed in Table 4-1 with over 28% of employment in the County in a retail or service trade. Manufacturing jobs contribute to less than 10% of employment within Emmet County as compared to 30% of the State employment in manufacturing. In addition, the education, health, and social services were nearly 23% of the total employment. Construction trades contribute to over 10% of employment in the County, however this is looked at as a support industry, an industry that can grow with a strong economic base. It is apparent that Emmet County lacks economic diversity and should therefore begin a program to attract additional jobs and resource friendly industries to enhance the region's economy.

Some areas for potential economic growth include: 1) information technologies, 2) financial/insurance, 3) light manufacturing, 4) retail and services, and 5) health care. This section explores suggestions to help sustain and grow existing businesses, as well as attract new businesses in these industries.

4.13.1 Information Technologies

This is a highly mobile industry that is capable of establishing itself anywhere in the country. The start up cost is low with the need for limited infrastructure and there is minimal impact on the environment. Quality of life issues are important to this segment of the workforce, as well as the ability to communicate at a high rate of speed. The need for this industry will be an expanded communication network to include broadband capabilities throughout the County. Broadband and its potential influence on our county's economy are explored in greater detail in Chapter 5.

4.13.2 Financial/Insurance

This is also a highly mobile industry which is capable of establishing anywhere in the country. It is customer service oriented, and can operate by remote location as long as there is the ability to communicate globally. Other than an office location and the need for an expanded communication network the industry would have a limited to low impact on the natural resources of Emmet County. Quality of life issues are important to this type of industry as well as the ability to travel worldwide in a relatively short timeframe.

4.13.3 Manufacturing

Light manufacturing may play an important role for the future economic stability of the region. A study should be conducted to explore the range of resources that exist within the County and throughout the region, and the potential to explore these resources in an environmentally safe way for economic gain. This study should explore the volume of renewable resources of the region in order to assess the type of manufacturing that may benefit the County. Manufacturing should not be introduced to the County if it harms the tourist industry.

4.13.4 Retail and Services (Tourism)

The County should continue efforts to attract and grow its tourist base, as tourism has been the primary industry for Emmet County since its founding in 1853. This may be done through supporting new tourism segments such as agro-tourism and eco-tourism, and begin a program to market Emmet County as an attractive tourist destination. There is strong support for additional tourism development and attraction in Emmet County as was detailed in the *Attitudes Toward Tourism in Emmet County* study conducted by Michigan State University. Also, additional research should be conducted to explore ideas and options to retain tourists within the market for longer periods of time.

4.13.5 Health Care

With the health care industry being our county's largest sector of employment it will continue to support and guide future expansions. With "Baby Boomers" retiring and moving into Emmet County it is expected the health care industry will see reasonable growth and expansion over the next couple of decades. Health care will continue to be a quality of life issue that can be used to attract new businesses to the community.

4.14 Goals- Economic Development

The economic development element of this plan is defined by this compilation of objectives, policies, goals, maps, and programs to promote the stabilization, retention or expansion of the economic base. Quantity, as well as quality, employment opportunities are also addressed.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Goals

1. Build a strong economic base by retaining, expanding, and attracting environmentally sustainable businesses, especially those which lead to the creation of permanent employment with higher wage opportunities, increase local tax base, or other public benefits.

2. Continue to train and retain a highly skilled, educated, and flexible work force.

3. Maintain and expand recreational opportunities for residents and tourists.

Objectives

1. Promote growth that does not sacrifice unique community character.

2. Advocate sustainable development practices and alternative energy sources.

3. Encourage businesses which add value to our natural resources.

4. Utilize renewable natural resources and promote conservation-minded mining and harvesting methods.

5. Create, maintain, and improve infrastructure and services to attract and support business development into established population, business centers, and industrial parks.

6. Maintain and develop opportunities which provide safe, top quality educational systems.

7. Promote, develop, and maintain both seasonal and year round recreational activities.

8. Support a first class healthcare system.

9. Encourage work and social environments to retain young adults (ages 19-29).

Strategies

1. Strengthen existing downtowns, by such methods as mixed use development and "Walkable Downtowns".

2. Encourage nature-based, low impact tourist attractions.

3. Encourage business incentives for businesses that meet the criteria of the Master Plan.

4. Encourage small and home-based businesses with incubators (leasable spaces with support services), education, training, and readily available capital.

5. Encourage residents and communities to utilize available business support services.

6. Encourage businesses partnerships to identify and utilize by-products created by other companies.

7. Promote research on turning residential, business, and manufacturing waste into reusable resources.

8. Encourage the development of efficient alternative energy sources such as water, wind power, solar technology, and bio-fuels.

9. Advocate the development of brownfields and vacant parcels in already developed locations as opposed to development of greenfields and open spaces in rural areas.

10. Re-assess, develop, and market industrial parks as the preferred business locations.

11. Advocate the development of and dissemination of broadband communications.

12. Encourage medical related business opportunities.

13. Engage in targeted marketing to attract businesses that meet the criteria of the Master Plan.

14. Encourage business development which serves the growing population of retired people.

15. Maintain and develop opportunities for special education students.

16. Identify opportunities to market Emmet County during off seasons with indoor recreation and services such as spas, saunas, and health resorts.

17. Encourage high schools and post-secondary educational facilities to offer courses that provide the skills sought by local employers.

18. Retain our skilled workforce during economic downturns by promoting further education and training; encouraging assistance for entrepreneurial ventures; and recruiting businesses that will expand employment opportunities.

19. Use media outlets to display opportunities available to residents and visitors.

Chapter 5: Utilities, Facilities, and Community Services

5.1 Introduction

The purpose of this chapter is to provide an inventory of existing public and quasi-public utilities, facilities, and community services in Emmet County. The status of these services is important because as integral components of Emmet County, they contribute to the health, safety, education, and overall quality of life in the community. As the County continues to grow, so will the need to facilitate and employ new improvements and technologies, while focusing on future development in areas where utilities and services are lacking. Table 5-1 (Page 56) identifies the public utility service locations.

5.2 Utilities

Public utilities play a vital role in the way people live and do business. These services are essential to the residents and visitors of Emmet County because they provide the basic necessities for homes and businesses. This chapter encompasses a wide variety of utilities including: water, sewer, electricity, natural gas, waste disposal, and telecommunications.

5.2.1 Water

Water is an essential resource that is required to sustain life. A potable supply of groundwater can be found throughout the County, where 100% of the population depends on groundwater for daily living. The Northwest Michigan Community Health Agency regulates and maintains a permitting system for both private and municipal wells throughout the County.



The City of Petoskey, City of Harbor Springs, and the Village of Mackinaw City are the only jurisdictions in Emmet County with public water systems. These systems allow for more concentrated growth and development, and play an important role in building and serving neighborhoods, businesses, and industrial areas.

Petoskey Water Production

The City of Petoskey owns and operates four wells that range in depths from 260 to 405 feet. Each municipal well pumps approximately 1,000 gallons per minute (GPM), and three reservoirs store 1.7 million gallons of water. These reservoirs include two above-ground and one below ground storage tanks.



The City's Department of Public Works maintains approximately 60 miles of water transmission and water distribution pipelines. According to the City of Petoskey and the Department of Public Works, 605.5 million gallons of water were pumped for 3,200 customers during 2006. Although the majority of water users reside within the City of Petoskey and Bear Creek Township, a few live in the Village of Bay Harbor in Resort Township. As development in the area increases, additional storage and supply will likely be needed. The City of Petoskey and the Department of Public works are continually seeking to expand supply by the possible purchase of two more wells. These wells are located at the south end of Bear Creek Township, and would produce an additional 2,000 GPM. Currently the City of Petoskey is conducting a detailed water assessment project, commonly known as a "Wellhead Protection Plan". The date of completion for this plan is unknown.

Harbor Springs Water Production

The City of Harbor Springs water service extends to limited areas of Little Traverse and West Traverse Townships. The existing water system consists of four wells with pumping capacity ranging from 310 to 810 GPM. A 332,000 gallon reservoir, water mains, and a multitude of lateral pipes make up its distribution system. In 2004, the State of Michigan approved Harbor Springs' Wellhead Protection Plan

In order to better route water, the City of Harbor Springs relies on two pressure districts to help push the water to higher elevations. District One is owned by the City, and is located in the downtown area and along Lake Street. District Two is located in the range of hills north of Harbor Springs and is approximately 160 feet higher than the downtown district. West Traverse Township is the owner of District Two, although the City of Harbor Springs is responsible for keeping it operational. In a joint partnership with West Traverse Township, the City of Harbor Springs is seeking two more production wells for the system. This would increase the volume of water to meet anticipated needs for the foreseeable future.

The Village of Mackinaw City Water Production

The Village of Mackinaw City owns and operates four wells that vary in depth from 126 feet to 200 feet, with a pumping capacity ranging from 360 to 820 GPM. The wells serve approximately 1,918 seasonal and year-round residents, with as many as 15,000 customers during the tourist season. Water is stored in a 200,000 gallon elevated water storage tank. The average daily demand annually is 353,000 gallons of water per day, while the average daily demand during the tourist season rises to 601,500 gallons of water per day. Potential expansions to the system are possible, but there is nothing currently being planned. The wells obtain groundwater from an aquifer that can be characterized as moderately sensitive to contamination. In 2004, the State of Michigan approved the Village of Mackinaw City's Wellhead Protection Plan.

Table 5-1: Public Utility Service Areas

Municipality	Type of Utility						
	Water 7.1	Sewer 7.2	Electrical 7.3	Natural Gas 7.4	Cable Television 7.5	High Speed Internet 7.5	Cell Phone Coverage 7.5
Cities of							
Harbor Springs	SA	SA	SA	SA	SA	SA	SA
Petoskey	SA	SA	SA	SA	SA	SA	SA
Villages of							
Alanson	NS	PLS	SA	PLS	SA	SA	SA
Pellston	NS	NS	SA	PLS	SA	SA	SA
Mackinaw City	SA	SA	SA	PLS	SA	SA	SA
Townships of							
Bear Creek	PLS	PLS	SA	PLS	PLS	PLS	SA
Bliss	NS	NS	SA	NS	PLS	PLS	PLS
Carp Lake	NS	NS	SA	NS	PLS	PLS	SA
Center	NS	NS	SA	NS	PLS	PLS	PLS
Cross Village	NS	NS	SA	NS	NS	PLS	PLS
Friendship	NS	NS	SA	NS	PLS	PLS	SA
Littlefield	NS	PLS	SA	PLS	PLS	PLS	SA
Little Traverse	PLS	PLS	SA	PLS	PLS	PLS	SA
McKinley	NS	NS	SA	NS	PLS	PLS	SA
Maple River	NS	NS	SA	NS	PLS	PLS	SA
Pleasantview	NS	NS	SA	NS	PLS	PLS	SA
Readmond	NS	NS	SA	NS	PLS	PLS	PLS
Resort	PLS	PLS	SA	PLS	PLS	PLS	SA
Springvale	NS	PLS	SA	NS	PLS	PLS	PLS
Wawatam	PLS	PLS	SA	NS	PLS	PLS	SA
West Traverse	PLS	PLS	SA	PLS	PLS	PLS	SA

Service Available (SA)
Partial or Limited Service (PLS)
No Service (NS)
Data Source: Emmet County Planning Office

Little Traverse Township Water Production

Most residents of Little Traverse Township rely on individual wells for their water; however, Little Traverse Township is unique in that it has three different public water systems available in various locations of the Township. Little Traverse Township is served by the City of Harbor Springs and the Harbor Springs Area Sewage Disposal Authority (HSASDA). In 1994, the Township created its own water system to service parts of the Township. This water system consists of three wells, collectively pumping about 2,240 GPM, and using two 50,000 gallon storage tanks.

The second water system in Little Traverse Township is both owned and operated by the HSASDA, and was developed in 1976. The Michigan Department of Natural Resources required it because of concerns that sewage treatment ponds could eventually contaminate local groundwater resources. The Authority owns and operates facilities that service Hideaway Valley condominiums, Little Traverse Golf Club, and some residences along Mink and Hathaway Roads. This system has a 10,000 gallon water tank, supplied by two wells at a total production rate of 225 GPM.

The City of Harbor Springs is the third public water system available in Little Traverse Township. City water is provided to serve customers in the locale near the corner of Hoyt and Lake Roads, right outside the city limits.

Village of Alanson

The Village of Alanson does not contain or operate a community water system. Residents and business owners in the Village must rely on water production from private onsite wells. Portions of the Village of Alanson however, are served by a community sanitary sewer system. This helps to protect the aquifer from contaminated leachate from septic systems in shallow groundwater areas. While there may not be an immediate need for community water, fire protection and economic development may encourage and benefit from the investment.

Village of Pellston

The Village of Pellston does not contain or operate a community water system. The residents and business owners of Pellston must rely on water production from private onsite wells. A public water system should warrant serious consideration, as the shallow depth of private wells, abundance of private septic systems, and the prospect for future residential and commercial growth may lead to problems within the current system. Unlike the Village of Alanson, Pellston does not have any public sewer infrastructure and problems with the continued use of septic systems could lead to possible well contamination.

5.2.2 Sewer

The purpose of a sanitary sewer system is to convey wastewater from its source to a point of treatment. A sewer utility is charged with the responsibility of protecting the public health of its customers and ensuring minimal impact from the collection and treatment of wastewater. Sanitary sewers are also used as a major development and growth management tool. Sewer systems should provide adequate, cost-effective wastewater treatment and sewer facilities in a manner that keeps pace with development.

Emmet County and Sewage Treatment

With much of Emmet County's population spread throughout rural areas, many individuals rely on private septic systems. Municipal sewage systems are provided in the more populated areas which include the Cities of Petoskey and Harbor Springs, as well the Villages of Mackinaw City and Alanson. All together there are three separate sewage treatment systems in Emmet County. As development continues to flourish in Emmet County, it will be essential to guide and accommodate growth by expanding sewer utilities. If planned and engineered correctly, a sewer system can dictate the direction of development, increase densities where appropriate, preserve open space, and attract new business to an area.

Harbor Springs Area Sewage Disposal Authority (HSASDA)

HSASDA encompasses a large service area extending from Harbor Springs to portions of the Village of Alanson. The Authority serves and is supported by the City of Harbor Springs, Little Traverse Township, Village of Alanson, and Littlefield Township. The Authority is responsible for 45 lift-pump stations and 90 miles of sewer line. It processed and treated 260 million gallons of wastewater in 2006, and has the capacity to treat 1.3 million gallons per day. After water is treated by the "Extended Aeration Activated Sludge" system, the clean water is dispersed back into the ground. At the height of the tourism season, the Authority serves approximately 8,000 customers in the area.

HSASDA is currently running at about 48% capacity, and recently there have been discussions between HSASDA and Bear Creek Township about the possibility of diverting sewage from nearby Bear Creek Township to the HSASDA facility. Bear Creek Township is the fastest growing township in Emmet County, and has the need for increased sewage capacity. As of the completion of this Master Plan, discussions were still underway to find ways to meet the Township's sewage treatment needs.

Facilities at the HSASDA



City of Petoskey and Sewage Treatment

From a network of approximately 50 miles of collection pipelines, which also includes 19 lift-pump stations, the Department of Public Works treated 533.7 million gallons of wastewater in 2006 at a certified secondary-stage reclamation plant that has a capacity of 2.5 million gallons per day. The DPW treats wastewater for approximately 9,000 customers within and near the City and is the treatment contractor for the neighboring Springvale/Bear Creek Sewage Disposal Authority, which has approximately 500 customers. Treated wastewater from the City's reclamation plant is discharged into Lake Michigan, and treated solids are taken to area farms and used as fertilizer.



The City of Petoskey operates its treatment facility independent from the Harbor Springs/Alanson facility. At present no major limitations exist and its average daily flows are well under its installed capacity as it anticipates future development. Growth pressures include demands from the Bay Harbor community, and ongoing development activity in Bear Creek Township.

Village of Mackinaw City and Sewage Treatment

The Village of Mackinaw City has approximately 11.5 miles of gravity sewer lines and eight lift stations, which are operated by the Mackinaw City Water Department. The department treated 93.2 million gallons of wastewater in 2006 and served approximately 660 customers. The wastewater treatment system consists of two 3-acre and one 4.75 acre aerated lagoons, and a phosphorus removal system. The phosphorus removal is achieved by the addition of ferric chloride and removal by clarification in an enclosed pole building structure. The facilities have the capacity to treat 2.3 million gallons per day, but only average 820,000 gallons daily. The treated wastewater is then discharged into Lake Huron through an 18" diameter, gravity fed line.

Village of Pellston and Sewage Treatment

Currently the Village of Pellston does not have a public water or sewer system. This raises questions about the future of water quality, as these facilities would reduce the potential for aquifer contamination.

With an abundance of sand and lack of clay in the Pellston area, private wells draw from an unconfined aquifer. This can lead to serious problems as shallow unconfined aquifers tend to be extremely susceptible to contamination. These aquifers consist of unconsolidated materials such as sand and gravel, which allow contaminates to filter easily into the groundwater system below. This poses a potential problem for the Village of Pellston, because of its high number of concentrated septic systems. If nothing is done, it's only a matter of time before contamination takes place and pollutes the aquifer.

Having municipal wells and/or a public sewer system is essential for the protection of the aquifer and the public health. Not only would these utilities contribute to environmental protection and safe drinking water, but may also provide an economic boost to the area.

5.2.3 Electric

Today electricity is available throughout the County and is distributed for residential, commercial, and civic use. It is a controllable and convenient form of energy that can be investor owned, publicly owned, cooperatively owned, or owned by state and national entities.

An electric utility company engages in the generation, transmission, and distribution of electricity. These utilities may undertake all aspects of this process, or only in a few phases. Power transmission occurs between the power plant and a substation near the populated area. Once at the substation, electricity is delivered to the homes and businesses of consumers. In rural areas and over long distances, electricity is usually transmitted through overhead transmission lines. In heavily populated areas such as a city or town, underground lines may be used instead.

Michigan Public Power Agency

The Michigan Public Power Agency is a non-profit, customer owned, joint power supply agency. The agency was established in 1978 under Michigan Public Act 448 to prescribe powers and duties of municipalities and governmental units. The Agency provides economic benefits to its 14 municipal members, two of which are in Emmet County. The Cities of Petoskey and Harbor Springs participate in this joint ownership of electrical generating plants and transmission facilities, as well as the pooling of utility resources.

Electric Utilities in Emmet County

Presently the City of Petoskey and Harbor Springs are the only municipalities in Emmet County that distribute electricity as a utility. They serve both residential and commercial customers residing within their jurisdictions. The remaining portion of the population relies heavily on Great Lakes Energy and Consumers Energy to meet their electrical needs. In order to better facilitate future growth and reliable service in Emmet County, new lines and substations may need to be installed.



Harbor Springs and Electric Utility

The City of Harbor Springs is part of the Michigan Public Power Agency, and through this consortium of 14 municipalities, purchased 41,311,000 kilowatts of electricity in 2006 at a cost of $3,220,700. After the resale of this power, revenues totaled $3,594,600. The city serves approximately 3,600 customers both inside and outside of Harbor Springs, owns entitlements and the right to draw energy from plants near Kalkaska, West Olive, and Saint Claire. The City of Harbor Springs has approximately 73

miles of electrical lines in the area and has a substation for distribution. Harbor Springs is in the preliminary phase of adding one additional substation closer to the city limits.

Petoskey and Electric Utility

The City of Petoskey is also part of the Michigan Public Power Agency, and in 2006, purchased 117,947,600 kilowatts of electricity at a cost of $6,018,200. After the resale of this power, revenues totaled $9,033,600. Approximately 4,800 customers are served in Petoskey and Bay Harbor. The city owns entitlements from power-generating plants near Kalkaska, West Olive, and Saint Claire; three substations; and approximately 65 miles of distribution lines, including facilities adjacent to the Bay View Association. The City of Petoskey's operating and capital expenses in 2006 totaled over $11.5 million for its electrical distribution system.

Village of Mackinaw City



Although the Village of Mackinaw does not have an electrical distribution system, it does help in the generation of power. The Village of Mackinaw City has two wind turbine generators located at the south end of the village, on old sewer fields. This site was selected because the land was inappropriate for development; and because of average to strong wind speeds at the Straits of Mackinac. The turbines are about 320 feet tall at the tip of the blade. These blades rotate at either 14 or 22 RPM, which results in a blade tip speed of over 100 MPH.

The turbines are privately owned by Crystal Flash and Mackinaw Power, LLC. These entities lease the land from the Village of Mackinaw City and annually produce four million kWh that are fed to the Consumers Energy power grid, where it helps power the equivalent of 600 homes a year. Consumers Energy serves the Village of Mackinaw City and together they participate in the "go green" initiative by providing this renewable energy source. Although the turbines are used to generate renewable energy, they may not be appealing to all. Concerns of visual disturbance, noise pollution, loss of property value, and adverse environmental impact have been expressed by residents within the County.

5.2.4 Gas

Both natural gas and propane play significant roles in modern Emmet County. Since new technologies are being developed continually to keep prices comparatively low, individuals have switched from coal and fuel oil to natural gas and propane. Technology has been able to increase the efficiency of gas and extend its usefulness in new applications. Gas releases fewer emissions even than electricity, which is often generated at coal-burning plants. It is no wonder gas has become the fuel of choice.

Natural Gas

Natural gas is a combustible mixture of hydrocarbon gases. It is a clean-burning domestic energy source, and is one of the most popular fuels for residential and commercial heating and cooling. In addition to heating and cooling, natural gas is used in gas appliances. These types of appliances are increasing in popularity due to their efficiency and cost effectiveness. Some examples of natural gas appliances include space heaters, clothes dryers, pool and hot tub heaters, fireplaces, barbecues, garage heaters, and outdoor lights. Commercial uses are very similar to residential. The commercial sector includes public and private enterprises, such as office buildings, schools, churches, hotels, restaurants, and government buildings. For restaurants and other establishments that require cooking facilities, natural gas is a popular choice to fulfill these needs.

DTE Energy /Michigan Consolidated Gas Company, are the private providers in Emmet County, and offer their services to the City of Petoskey, City of Harbor Springs, and the Villages of Alanson, Pellston, and Mackinaw City. Additional service areas are primarily located near concentrated populations close to these municipalities. Natural gas currently extends into portions of nine townships within Emmet County. As development and the population continue to grow throughout the County, the gas company will have to better serve the needs of its customers.



There are two separate transmission lines that run through Emmet County. One is owned by Great Lakes Gas Transmission Company (GLGTC). It transports 2.2 billion cubic feet of natural gas per day through three states via 2,100 miles of high pressure pipelines. While running through Emmet County, the pipeline extends along the border of Emmet and Cheboygan Counties, and continues to the Straits of Mackinac. GLGTC is only a transportation company for utility retailers in Northern Michigan, and doesn't distribute gas to retail customers. The second transmission pipeline enters at the southwest corner of Emmet County within Resort Township. This pipeline is owned and operated by Michigan Consolidated Gas Company and is the natural gas retailer for those areas previously mentioned.

Propane

Propane, also called liquefied petroleum gas (LPG), is made up of methane and a mixture of other gases such as butane. It is a very versatile source of energy, and is used mostly by homes in rural areas without access to natural gas service. Propane has a multitude of uses in today's society, and is readily available for most homeowners. It is used for heating, hot water, cooking, and clothes drying. In addition, many families rely on propane to fuel their barbecue grills.

Besides residential use, propane can also be used in an array of different commercial applications. Many industries find propane to be well suited for their needs.

In fact, propane burns so cleanly, that fork-lifts can operate safely inside factories and warehouses without emitting exhaust pollutants. Many farms use propane to meet their energy needs for drying crops, powering tractors, and heating green houses and animal building enclosures. In addition, business and commercial establishments such as grocery stores and Laundromats use propane for heating, cooking, and drying.

Many of the County's residents live at a distance from natural gas service, so many of them rely solely on the use of propane to meet their needs. Propane can be purchased from a handful of suppliers throughout the area. In some cases residents have propane for several uses, but elect to heat their homes with wood stoves and furnaces.

5.3 Telecommunications

Telecommunications play an important part in modern societies and refer to the vast array of communication technologies that send and receive information. Some examples include television, radio, and telephone service and one of the enabling technologies behind the Internet. Telecommunications affect the way we live, work, and play, and are a significant tool in promoting social, economic, and educational development.

5.3.1 Cable / Satellite

Since it first became commercially available, television has become a common household communications device. It is an inescapable part of modern culture; individuals depend on television for entertainment, news, education, weather, sports, and music. The inception of cable television and the explosion of satellite services in Emmet County have made traditional antennas obsolete and created a plethora of service options. Satellite service gives individuals additional options. Cable television is the most popular and prevalent broadcasting medium in the heavily populated areas of the County; Charter Communications and Parish Communications are the providers. Charter Communications serves almost the entire customer population, with the exception of a small portion of Springvale Township whose residents rely on Parish Communications. Currently the areas of Cross Village, Good Hart, and Brutus do not have any cable services available. In addition, many rural areas of the County lack the infrastructure and population to warrant the extension of service. Cable companies are reluctant to upgrade and expand networks in sparsely populated areas where there are not enough customers to justify the investment.

The lack of cable service has led to the popularity of satellite service in the rural areas of the County. Drive through the rural areas of Emmet County beyond the reach of cable and you'll find satellite dishes perched on rooftops and decks, and mounted in front yards. Direct TV and Dish Network are the satellite providers in the County, and anyone with a clear view of the southern sky can access service.

5.3.2 Telephone Service

Land Lines

No means of communication has revolutionized the daily lives of ordinary people more than the telephone. Telephone services have played an essential role in the way individuals communicate and exchange information. Today, all homes and businesses have access to the conventional land line telephone service in Emmet County. In addition, consumers are faced with more decisions about telephone services than ever before, and competition has generated a list of possible providers. AT&T and CenturyTel of Michigan are the two Incumbent Local Exchange Carriers (ILEC) of Emmet County.



However, there are an additional 81 licensed Completive Local Exchange Carriers (CLEC) to choose from.

Mobile/Cell Phones

Cell phones have become a necessity for many people throughout the County. The ability to keep in touch with family and business associates, and to have access to email are only a few of the reasons for the increasing popularity. Today's technically advanced cell phones are capable not only of receiving and placing phone calls, but of storing data, taking pictures, and working as two-way radios.

Currently there are only two cell phone service providers located in Emmet County. Alltel and AT&T provide service to individuals in the County, with little competition. Due to the lack of infrastructure and signal strength, there are areas of the County that have little reception. The areas of Bliss, Center, Cross Village, and Readmond Townships generally receive no service and may only get patchy or weak signals.

5.3.3 Internet

The internet is a worldwide collection of computer networks cooperating with each other to exchange data using a common software standard. It has changed Emmet County enormously. It provides individuals with the technical capability to access a wide range of resources, services, and products without ever leaving home. Many individuals work from home by using the internet to send and receive documents instantly from distant offices and clients. The internet has permeated the day-to-day life of individuals in Emmet County, and impatience with traditional slow land line "dial-up" connections has led individuals in Emmet County to want faster, more cost-efficient internet service.

The demand for high speed internet access has grown steadily as users experience the convenience, response time, and the "always on" connectivity. High-speed internet access, or "broadband", has a high data-transmission rate that allows its users to access the

internet at significantly higher speeds than "dial-up" service. In addition to enhancing business efficiencies and broadening commercial opportunities, broadband holds the promise of expanding educational opportunities, improving health care, increasing government responsiveness to its citizens, and enhancing our global competitiveness.

Broadband services include several high-speed transmission technologies such as:

- Digital Subscriber Line (DSL)
- Cable Modem
- Fiber Optic
- Wireless
- Satellite

While both rural communities and concentrated populations have achieved conventional dial-up connectivity, rural areas tend to lag behind in broadband service. There is comparatively poor broadband penetration in Emmet County, with service primarily located in areas of concentrated population. This has many residents concerned about the lack of high-speed internet access that may potentially create a "digital divide". This term is used to describe the discrepancy between people who have access and skills to use "high tech" tools such as the internet; and those people who do not.

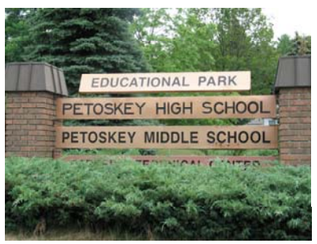
There is no single, simple explanation for what is causing the digital divide in Emmet County; rather, a collection of factors comes into play. One of the difficulties facing rural internet deployment is location. Since the County has a spread-out population through rural areas and rolling topography, building a telecommunication infrastructure is difficult. However, the most common obstacle faced in Emmet County is cost. The deployment costs of laying fiber optic wire or cable to those communities outside concentrated population areas greatly exceeds the revenue that a company could hope to gain in return. On the consumer side of things, upfront costs of acquiring computer hardware and the ongoing costs of internet access fees is often too expensive for those with financial limitations.

Other factors associated with poor broadband penetration in Emmet County are age and education. According to the U.S. Census, only 29.4% of individuals age 65 and up use the internet. Lack of computer literacy leads to low demand, because the desire, technical skills, and education to understand the benefits of owning a computer are not there.

5.4 Facilities and Community Services

Community facilities are required to meet a range of local needs and demands. They are vital in providing a diverse range of recreation, leisure, social, and community services. They may also provide accommodations for an array of community groups and local organizations. Many of the townships and municipalities of Emmet County have numerous facilities at their disposal, however the facilities mentioned in the Master Plan are owned, operated, or funded by Emmet County and its tax revenue.

5.4.1 School Buildings



A significant facility and building in nearly every community in Emmet County is a public or private school. Schools offer classrooms, multi-purpose rooms, auditoriums, gymnasiums, and can accommodate meetings, community groups, spectator sports, adult recreation, and cultural entertainment. With five school districts, five private schools, and one charter school within the County, communities have more gathering locations to consider.

5.4.2 North Central Michigan College

North Central Michigan College (NCMC) was established in 1958, and had its first graduating class in 1960. The current campus began in 1962 when the college bought 130 acres of land at the Howard Street location. By 1963, the first buildings were complete and classes were held on campus. Through the years, more land was purchased and in 1984 the library/conference center was built. NCMC has the largest research library in Emmet County, and through its high-speed Internet access, a nearly infinite variety of on-line resources, in-house databases, electronic journals, magazines, newspapers, and books are available.



North Central Michigan College is supported financially through millage revenue from Emmet County, tuition, and funds from the State of Michigan. In February 1997, voters of Emmet County approved funds for operating, for the construction of the Student and Community Resource Center (SCRC), and for renovation of several existing facilities. Finally in 2001, NCMC opened the doors to the newly constructed 71,000 square-foot SCRC. It has a multipurpose gymnasium designed for a variety of recreational, fitness, and sporting activities.

The NCMC Natural Area consists of approximately 200 acres of undeveloped land located at the southeast of the campus near the SCRC. It offers trails for hiking and cross-country skiing. It is also used for many of the school's lab and environmental studies, as well as photography and wildlife observation.

5.4.3 Emmet County Fairgrounds



Since 1921, the annual Emmet County Fair has been held at its current location at the west end of the City of Petoskey along US-31. Emmet County owns approximately 31 acres of land at this location, due in part to the acquisition of property from Hodgkiss & Douma, Inc., in January of 2000. In 2004, major renovations and construction began, improving and creating new facilities for the public. This project included extensive landscaping, new water mains and sewer lines, lighting fixtures, paved parking lots, barn renovations, and the construction of five new buildings. The new buildings include an 11,000 square foot community center, 10,000 square foot exhibit barn, a 2,500 seat covered grandstand, large restroom and shower facility, and a pedestrian entrance plaza.

Today the fairground facilities are used for numerous functions throughout the year, including the Emmet/Charlevoix County Fair, horse and livestock shows, antique shows, animal clinics, concerts, plays, parties and receptions, farmer's markets, and various other civic, government, and private events.

5.4.4 Camp Pet-O-Se-Ga



Camp Pet-O-Se-Ga is located on the shores of Pickerel Lake and is part of the Inland Waterway. It was established in the 1930s by Jim Templin as a camp for boys and young men. The camp offered a variety of activities ranging from athletics, archery, riflery, and aviation.

In 1992 through State grants and County contributions, it was turned into a County park. Since its purchase, modern amenities have been added, while the historic charm and atmosphere have been preserved. The property encompasses 300 acres and offers many year-round recreation opportunities for its visitors. It boasts 61 campsites with electricity, five rental cabins, modern restrooms and shower facilities, a beach, playground equipment and game areas. The park also offers a multiuse recreation hall that can accommodate group events, reunions, receptions, and meetings.

5.4.5 Cecil Bay

Cecil Bay Park is located at the mouth of the Carp River and offers nearly a mile of shoreline on Lake Michigan. Purchased in 1984, this undeveloped land is open to fishing, and personal exploration. There is a beach that offers swimming where the Carp River empties into Lake Michigan. In 1990 Emmet County acquired a neighboring piece of land, increasing the park size to approximately 900 acres. In order to make the park more visitor friendly, the County has added a picnic shelter, parking area for day visitors, and steps to the river to protect the banks from erosion.

5.4.6 Headlands



The Headlands was established in the late 1950s when Roger McCormick purchased the land for private use. On May 6, 1996, Emmet County acquired the Headlands property and transformed it into a County park. The park consists of approximately 550 acres of pristine woodlands, with more than two miles of Lake Michigan shoreline. Marked trails guide hikers, bicyclists, cross-country skiers, and photographers throughout the scenic property. The Headlands offers two facilities for rental by the public: the Beach House can accommodate 18 people and the Guest House provides accommodations for 22 people. Various groups, agencies, and units of government such as The Village of Mackinaw City, Emmet County, The Little Traverse Conservancy, The Schott Foundation, The McCormick Foundation, and The Michigan Department of Natural Resources, worked together to bring the property to public ownership.

5.4.7 Pellston Regional Airport

In operation since 1936 and offering commercial flights since 1944, the Pellston Regional Airport has played an important role in the area's development. In 2003, the main passenger terminal was extensively remodeled. It incorporates the atmosphere of Northern Michigan with a glowing fireplace, woodland creatures, and an abundance of stone and woodwork. Its design is "visitor friendly", and offers quick and efficient commercial passenger, private plane, and cargo services. The airport has two runways, one is 6,500 feet by 150 feet, and the other is 5,400 feet by 150 feet. In 2005, Pellston Regional Airport recorded 11,642 general aviation arrivals and departures, and 3,005 commercial arrivals and departures, totaling 14,647 flights.

5.4.8 Friendship Centers of Emmet County

In January 1967, the Petoskey Friendship Center welcomed senior citizens to a community center to enjoy socializing, games, and other activities. It served 250 seniors a month and had an annual budget of $3,000.00. Today, the Friendship Centers serve approximately 6,500 seniors a year from facilities in Petoskey, Alanson, and Pellston. The annual operating budget has increased to over $1.5 million, and is partially funded by the Emmet County Senior Millage. Almost half of the annual operating budget is derived from the millage, with the remainder of support coming from federal, state, and local grants, United Way, Michigan Department of Transportation, area agencies, and the Local Revenue

Sharing Board. Client contributions, private donations, and fund-raising events compose the rest of the budget. Services and facilities include:

- Preparation and delivery of over 3,000 Meals on Wheels each month.
- Independent living support for senior adults with multi-faceted services.
- Inexpensive transportation throughout Emmet County.
- Cafeteria style lunch service in three Senior Centers.
- Twenty-five separate social activities and fitness programs.
- Several registered nurses on staff to provide health related services.
- Senior volunteers who donate 32,000 hours of service annually through the Retired Senior Volunteer Program (RSVP).
- A 10,000 square foot gathering place in Petoskey, complete with a dining area, dance floor, library, and game room.

5.4.9 Bay Bluffs - Emmet County Medical Care Facility

Established in 1966, Bay Bluffs serves as a 120-bed long-term care facility and provides quality living accommodations for the elderly population of Emmet County. Staff provides many services from short-term rehabilitation to long-term resident care. Its mission is to provide the highest possible standard of care while preserving the individual dignity and quality of life for all the residents. Residents at Bay Bluffs live in neighborhoods within the facility, where staff members are assigned to a specific neighborhood in order to create relationships between the staff and residents.

Bay Bluffs offers an array of medical services to the residents, as well as transportation to local medical appointments. Two full time social workers provide



assistance and support the residents and their families while an individual lives at the facility. The Therapy Department is the most active department within Bay Bluffs. Its focus is to help residents regain the skills they need to achieve their maximum level of independence and perhaps even return home. Once skilled therapy (physical, occupational, and speech) is no longer needed, restorative therapy takes over and continues to strive towards meeting the resident's goals. Restorative services are available to residents seven days a week. Visitors of all ages and their pets are welcome, with the goal of creating an atmosphere to be enjoyed by all.

5.4.10 Correctional Facility

The Emmet County Correctional Facility was built in 1967, and was capable of accommodating up to 20 inmates. In 1983, the facility was expanded for the first time in order to house 27 inmates. As a result of the continued increase in inmate population, double bunking was added in 1988 and 1990, bringing the total housing capacity to 33 inmates.

In order to provide housing for inmates on work release, expansions to the facility in 1997 and 1999 brought the total housing capacity to 69 inmates. The most recent expansion was completed in 2006, bringing the total housing capacity to 103 inmates. Currently the average daily inmate population of the correctional facility is approximately 82 inmates. With the County's increasing population and possible prison reform at the State level, future expansion would be certainly anticipated.

5.4.11 Emmet County Sheriff's Department



Starting in the 1800s the Sheriff's office was required by law to operate the jail and provide basic police services to the various cities, villages, and townships of the County. In 1855 Thomas Smith became the first recorded sheriff in Emmet County history, and since then, 22 more have followed suit. Although Emmet County houses a State Trooper post, three municipal police departments, and cross-deputized Little Traverse Bay Band of Odawa Police Department, the Emmet County Sheriff's Department remains the chief law enforcement agency. The department is comprised of approximately 45 employees, both sworn officers and professional support staff. The department provides jail functions as well as general law enforcement for the people of Emmet County. The Department offers a number of classes and presentations that focus on several aspects of personal safety. Today the duties of the Sheriff's Office far exceed those of the past, and provide important services to the entire County.

Community Education

Sheriff's office personnel are available to conduct community group presentations and classes on various law enforcement-related topics. The following are examples of presentations offered by the Sheriff's office: Elderly Abuse, Identity Theft, Financial Crimes, Kid

Safety, Other Law Enforcement issues upon request, and D.A.R.E. (Drug Abuse Resistance Education)

Classes Offered by Emmet County Sheriff's Department: Boater Safety Class, Hunter Safety Class, and Snowmobile Safety Class

Animal Control

The Emmet County Sheriff's Department has been involved in Animal Control duties since 1976. State law mandates that all dogs must be licensed in their county of residence and have current rabies vaccinations. It also states that all dogs off the owner's property must be on a leash except while hunting. The County currently has one full time animal control officer. The officer's responsibilities include, but are not limited to: animal bite complaints, stray dog complaints, wild animal complaints, kennel inspections, cruelty to animal complaints, and other related animal complaints.

Marine Division

The Marine Division is responsible for patrolling all waters within Emmet County and the waters along the Lake Michigan shoreline. They use a 23 foot Tiara to patrol Lake Michigan and a combination of two personal watercrafts along with a 19 foot inflatable rigid hull for inland water patrol. The number and variety of watercraft allow the marine deputies to patrol different bodies of water while carrying out a wide range of assignments. In addition, deputies of the Marine Division conduct boat livery inspections, search and recovery operations, and boating safety classes.

Snowmobile Division

The Snowmobile Division is responsible for patrolling the extensive trail systems in Emmet County. They enforce snowmobile laws and respond to snowmobile accidents. This division is also responsible for teaching snowmobile safety classes.

Dive Team

The Emmet County Sheriff's Department dive team is dispatched to drowning and near-drowning incidents. The dive team equipment consists of all necessary scuba equipment for each diver, dry suits, underwater communication equipment, and an underwater video camera. The dive team includes Sheriff's Office employees, employees of the Little Traverse Bay Band of Odawa Police Department, and members of the Pellston Fire Department.

K-9 Unit



In 2007, after successful fundraising and community support, the Emmet County Sherriff's Department was able to generate the necessary funds to start a K-9 Unit. The addition of the 2 1/2 year-old Belgian Malinois shepherd is the first K-9 "deputy" to serve the area, in more than a decade. The unit is trained in narcotics detection, tracking, and handler protection. Commands are given and followed in three different languages. The unit is on call 24 hours a day in order to best serve the needs of Emmet County and other area law enforcement agencies.

C.C.E. 9-1-1

The Charlevoix, Cheboygan, and Emmet (C.C.E.) Central Dispatch Authority has provided emergency call receipt and dispatch services to the region since 1996. The dispatch authority covers over 1,730 square miles of land and approximately 4,500 miles of road. The C.C.E. serves over 77, 220 people in the three county area and triples that number during the summer months. Central Dispatch is the communication center for 13 law enforcement agencies, 28 fire departments, nine EMS agencies, and nine first responder squads. They also act as the headquarters for the Emergency Operations Center during a time of crisis and natural disaster. In 2003 they implemented a system which identifies the actual location of cellular phone calls. C.C.E 9-1-1 continues to explore new technologies that will allow more efficient service.

5.4.12 Fire Departments

Emmet County has nine fire departments serving all 21 units of government. These include two cities, three incorporated villages, and 16 townships. Seven of the fire departments are considered volunteer, which operate on a paid per call system. In this system, firefighters are on call and receive pay for the number of emergencies they respond to. The City of Petoskey uses sworn public safety officers to combat and extinguish fire within the city limits. Public safety officers are certified in three disciplines, and serve the City of Petoskey as police officers, firefighters, and EMTs. The final fire department is operated by the Michigan Department of Natural Resources, and also serves small portions of Charlevoix and Cheboygan Counties. Their primary role is dealing with wild land and forest fires, as well as issuing and regulating burning permits. The fire departments of Emmet County often join forces to assist each other in fire suppression and other related emergency services, in order to protect the public.



5.4.13 Emmet County Road Commission

A critical service provided in every county is the planning, maintenance, and construction of county roads. The Emmet County Road Commission was established in 1909 and has approximately 40 employees. They are responsible for a total of 938 miles of road, consisting of 105 miles of state trunk line, 234 miles of primary roads, and 599 miles of local roads. Emmet County's Road Commission operates from two basic facilities. The administrative offices and main vehicle service garages are located in Little Traverse Township, while additional garages and storage facilities are located west of Levering. The Emmet County Road Commission is charged with maintaining and expanding a safe network of roads. It must deal with seasonal workload surges, budget constraints, limited availability of equipment and supplies, and the desire to preserve the unique qualities of Emmet County's historic communities.



5.4.14 Transfer Station

In 1970, eight dumps operated in Emmet County. With increasing awareness of pollution hazards, reduced capacity, and increased state and federal regulation, the era of disposing of everything in an unlined hole in the ground came to an end. By November 15, 1980 all the dumps in Emmet County were closed. Emmet County built a solid waste transfer station at the former location of the Little Traverse Township landfill to offer residents and businesses a licensed garbage disposal facility. Located on over 36 acres of land owned by the State of Michigan, the operation began with a facility designed to collect, compact, and then transport waste to landfills in neighboring counties.

The transfer station first expanded in 1987, by adding an additional compactor and disposal bay. In 1988 the first recycling building was built on the site with a state grant obtained by Recycle North, a local nonprofit. In 1990 the County took over operation of Recycle North's two newspaper-recycling drop sites and hired a Public Works Director to implement comprehensive recycling and household hazardous waste disposal programs. 1992 saw the installation of a baler and sorting conveyor in the recycling building and the number of recycling drop-off sites in Emmet County expanded to ten. County residents and business owners demonstrate a strong desire to reuse and recycle waste materials; therefore, improvements and alterations continue to make the recycling facilities more productive and efficient.

In 2004, the Department of Public Works (DPW) implemented curbside collection of recyclable materials in Bear Creek, Little Traverse, and Resort Townships, as well as the Cities of Harbor Springs and Petoskey (including Bay Harbor). Due to the influx of solid waste and recyclable goods, the facility expanded once again. On April 1, 2006, the newest additions to the Transfer Station/Recycling Center were unveiled: better organization of materials, enlarged maneuvering spaces, and other user-friendly features. A gatehouse was constructed at the entrance to provide assistance for incoming vehicles and take payment for charged items. New signs were placed throughout the entire facility to better direct and instruct its users, and recycling containers were clustered to provide greater access and visibility. The most noticeable addition to the transfer station has been the transformation of the old township landfill area. Located at the south end of the premises, this section of the facility accepts bulky materials such as tires, wood, scrap metal, and rubble. In addition, a bulk composting site has been added to accept leaves, grass clippings, brush, branches, and other yard waste for chipping and composting. The Transfer Station and Recycling Center's name was simplified, rather than adding "and Composting Site," the facility was renamed "the Drop-off Center."

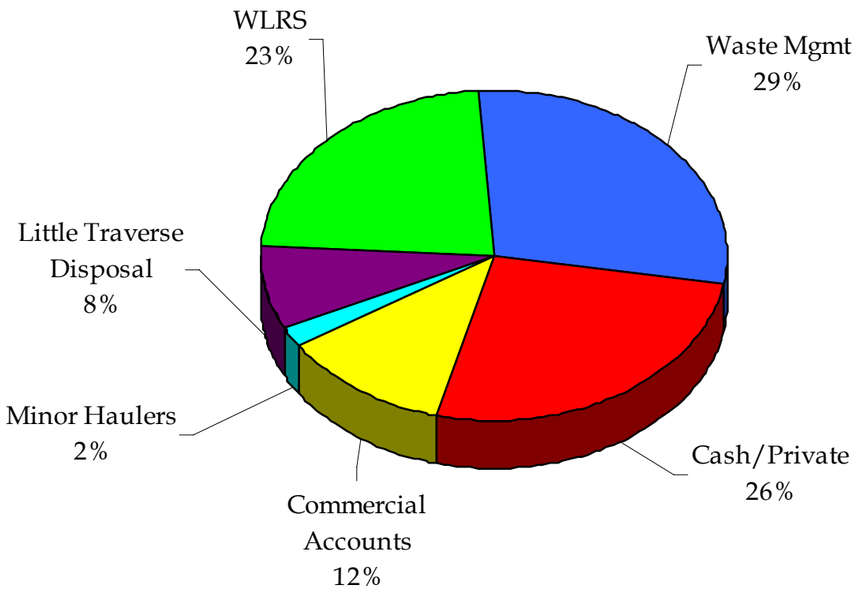
Currently the County's DPW operates a self-sustaining facility that offers comprehensive recycling, resource recovery, and solid waste transfer services. With so many options available at the facility, the Drop-off Center is able to serve the diverse needs of very different kinds of customers. The department continues to improve and expand its facility. In 2007, through a land swap with the State of Michigan, Emmet County acquired the land upon which the transfer station is located.

According to Figure 5-1 (pg 66) 29% of transfer station activity is derived from the commercial hauler Waste Management. Other commercial haulers, American Waste/Walloon Lake Refuse Service (WLRS), and Little Traverse Disposal, respectively account for 23% and 8% of solid waste activity at the transfer station. Cash payments made by individuals account for 26% of transfer station activity, while commercial accounts total 12%. Finally, minor commercial haulers that infrequently require disposal service account for 2% of activity.

Emmet County Recycling accepts over 35 different materials for recycling. Non-recyclable materials are hauled to Republic Waste Services' landfill in Presque Isle County. Figure 5-2 illustrates the amount of various materials recycled at Emmet County's transfer station in 2006. An estimated 34 percent of the waste stream generated in Emmet County was recycled during the first quarter of 2008. Based on the EPA report "Characterization of Municipal Solid Waste in the United States, 1997 Update" roughly 46 percent by weight of the solid waste stream is recyclables currently accepted. By volume, most residents of Emmet County can recycle 50 to 60 percent of their household waste.

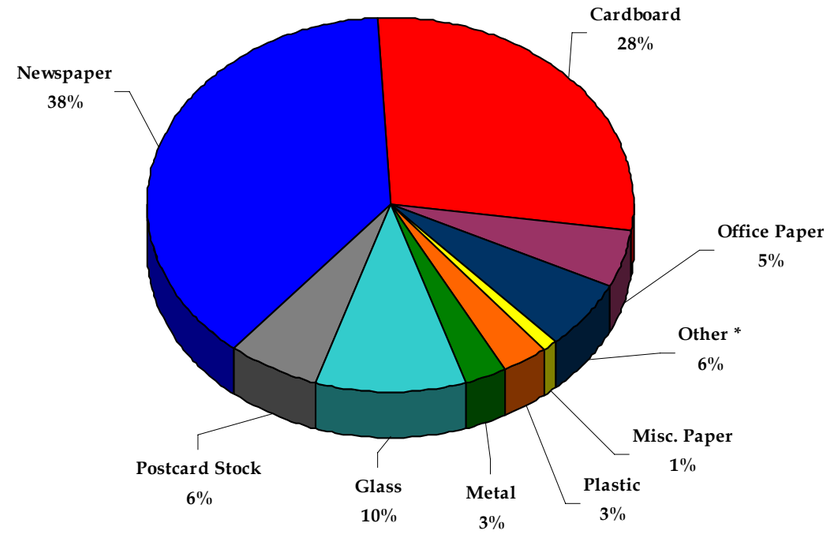
Because it is financially self-sustaining, the County's waste and recycling system is unique, and counties statewide have taken notice. In fact, the DPW director is often asked to educate and share her experiences with other counties and municipalities across Michigan. The County and its residents have taken an active approach to trash handling, making the County Drop-off Center and recycling system a model program and source of pride.

Figure 5-1: Transfer Station Activity



Data Source: Emmet County Department of Public Works (2007)

Figure 5-2: 2006 Recycling Activity



* Other includes shoes, textiles, electronics, rubble, tires, and hazardous household chemicals.
Data Source: Emmet County Department of Public Works

5.5 Goals - Utilities, Facilities, and Community Services

The utilities, facilities, and community service element is defined by this compilation of goals, objectives, strategies, maps, and programs to promote and encourage improvements to the quality of life throughout the region by providing efficient, effective, convenient, accessible, and environmentally friendly service and infrastructure, while preserving the character of Northern Michigan.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Utilities

Goals

1. Provide residents with adequate and efficient public utility services, such as water, sewer, natural gas, electric power transmission/distribution, and telecommunications in a safe and environmentally responsible manner.

2. Explore new technologies while upgrading and expanding Emmet County's infrastructure.

3. Explore renewable and green energies to reduce dependence on traditional power sources.

Objectives

1. Create a utility liaison position within Emmet County to track and coordinate with utility service providers and local governmental units on planned construction projects.

2. Conduct a survey while continually updating, monitoring, and mapping the status and locations of utility services in Emmet County.

3. Promote coordination and cooperation between utility service providers as well as units of local government.

4. Use the relationship between utilities and land use patterns to guide and direct future development.

5. Protect, improve, and preserve the quality and quantity of water resources, which include, but are not limited to: lakes, rivers, wetlands, watersheds, and groundwater.

6. Limit growth, development, and use of impervious surfaces in water recharge areas, to preserve and maintain an adequate supply of clean ground water.

7. Enhance and expand sanitary sewer services and infrastructure, where appropriate, to guide future development.

8. Provide adequate and reliable electrical power for the present and future needs of the County.

9. Identify and promote universal, affordable telecommunications opportunities and encourage their implementation to provide the maximum coverage throughout the County.

10. Promote conservation programs and alternative energy sources.

Strategies

1. Coordinate with the Geographic Information System (GIS) department to create a map of utility locations based on information from survey, utility providers, and units of government.

2. Monitor trends, direction, and status of present and future utility services and infrastructure.

3. Convene a summit of governmental units and utility service providers to avoid duplication of construction and promote the development of shared facilities, services, and equipment.

4. Create consolidated and/or contiguous utility corridors to support new development.

5. Use the construction of utility services to steer and target growth in Emmet County.

6. Explore innovative methods of improving water quality and wastewater disposal by coordinating land use patterns with applications of new technology.

7. Promote the cooperative planning for future water needs among neighboring municipalities and townships, through the consideration of Well Head Protection plans.

8. Promote the expansion of water and sewer services in identified corridors of development.

9. Prevent and control pollution of wetlands, surface waters, and subsurface waters by regulating the location, construction, installation, and alteration, of public and private sewage systems.

10. Review future transmission lines and substation locations well in advance of construction and ensure compatibility with community growth and visual character.

11. Explore partnerships with telecommunications companies and local units of government to provide affordable broadband services to the County and its population.

12. Promote and use new technologies for private septic systems.

13. Explore the use of solar power, fuel cells, bio-fuels, and private and commercial wind generators, and other alternative "resource friendly" forms of electric power generation.

Facilities and Community Services

Goals

1. Provide adequate public facilities to support the common needs of Emmet County.

2. Generate an economical, environmentally friendly, and convenient solid waste disposal and recycling system.

3. Continue to promote and preserve a safe and efficient regional airport that serves a vital role to Emmet County.

Objectives

1. Ensure that public facilities are adequate to support authorized development.

2. Identify opportunities for new or expanded public facilities which can enhance the overall quality of life within Emmet County.

3. Encourage school districts to allow for shared access of facilities for recreational or other public purposes.

4. Work with community organizations to identify potential community facility locations that best serve the community.

5. Promote new and upgraded facilities and service for key groups of people within the County, such as children, the elderly, and individuals with disabilities.

6. Provide high quality long term health care facilities and services in Emmet County.

7. Ensure availability and access to quality, affordable, efficient community services such as law enforcement, fire protection, and rescue, to maintain the health and safety of Emmet County.

8. Protect the lives, property, and individual rights of all residents and visitors through law enforcement and fire protection.

9. Continue to promote solid waste reduction, resource recovery, recycling, and conservation efforts in Emmet County.

10. Maximize the use of existing airport facilities.

Strategies

1. Establish and implement high standards for community facility design and locate community facilities to maximize their contribution to the physical character of the neighborhoods in which they are located and to the community in general

2. Require community facilities generating high traffic volumes to locate along major roadways and encourage the use of alternative transportation modes.

3. Annually update and maintain an inventory of existing facilities by creating maps showing locations, use, and capacities.

4. Support and encourage the joint planning, development, and use of public facilities and services with other governmental or community organizations in areas of mutual concern and benefit in order to maximize efficiency, reduce costs, and minimize impacts on the environment.

5. Evaluate service demands and capabilities of law enforcement and fire protection in coordination with anticipated growth and development.

6. Maintain adequate education, equipment, and staffing for the Emmet County Sheriff's Office.

7. Evaluate the feasibility of constructing regional correctional facilities.

8. Study and evaluate emergency response times within communities and future growth areas of the County, to provide and ensure the most effective and efficient response.

9. Communicate and coordinate with long term health care facilities and providers to anticipate and address future needs.

10. Continue to educate the public about the problems and dangers associated with solid waste mismanagement.

11. Continue to expand and improve recycling services through public education, convenient drop off centers, and new technology.

12. Widen the role of air travel in Emmet County by maintaining and expanding the facilities and flight service at Pellston Regional Airport.

Chapter 6: Transportation

6.1 Introduction

Nestled along the shore of Lake Michigan and located at the tip of the Northern Lower Peninsula of Michigan, Emmet County has a network of highways, county roads, private roads, trails, and waterways to travel. With an abundance of transportation avenues offered, people of all ages can take part in exploring the wonders of Emmet County.

The County transportation system not only allows for traveling throughout the County, but connects businesses and residents with locales throughout the State and beyond. Residents seldom live, work, shop, and play in the same place. Safe, convenient transportation for residents, resorters and tourists is essential in a rural area like Emmet County. In order to maintain a functioning year-round economy, people must be able to circulate between the various points of the County with ease. A variety of transportation modes are needed to address these diverse needs.

6.2 Existing Conditions

A transportation network is shaped by the fundamental need to access businesses, services, recreation, schools, and local markets. Transportation comes in many forms, including air, water, and land-based systems such as rail, bus, auto, and pedestrian. Vehicular travel is the predominant method of movement for residents, businesses, and visitors within Emmet County. Passenger rail has disappeared and bus service has declined significantly.

As the population of the County continues to increase, so too will traffic levels, travel times, and traffic hazards. It is important to acknowledge that Emmet County will continue to facilitate solutions to the challenges of the transportation system, while maintaining the rural character of the County.

6.3 Issues

It is a challenge for the County and its residents to maintain and expand an existing road network so that it can meet development and population growth. This is especially challenging for a county that must satisfy the seasonal surges of traffic during the summer months when the County's resort communities come to life. The ability to accommodate diverse resident, resort, and visitor needs is influenced by a range of factors: geographic constraints, budgetary limitations, and the desire to preserve natural resources and unique community qualities.



The Michigan Department of Transportation continues the ongoing responsibility to investigate congestion problems on state trunk lines. Attention has been given to the congestion problems along U.S.-31. In the past, several alignment alternatives have been studied, including the use of existing road segments of the state trunk line, existing county roads, and some new rights-of-way. In 2007 the Petoskey Area Transportation Study was a first step in addressing this particular issue. This study was a means for organizing public opinion and identifying applicable solutions to area transportation issues. The study process was guided by and comprised of local elected and appointed officials and members of the Michigan Department of Transportation. The Corradino Group, a Kentucky-based firm with extensive experience in transportation and land use scenario planning, conducted the study with funding provided by the Michigan Department of Transportation (MDOT). Analysis of the Petoskey area congestion issues was given and several alternatives were examined for their potential to relieve this congestion, including identifying the need for an access management study along US-31, US-131, and M-119. Information from the 2007 study is included on Map 6-2 (pg 80) and in the section for recommendations and proposals (6.20, pg 79) of this chapter.

As with all infrastructure improvements, each potential solution to a deficiency has significant implications for existing and future land use. There is a direct relationship between transportation and land use values; both historical and future patterns have and will continue to influence decisions. A key issue for the County is to balance solutions with the land use patterns desired for the future.

Various plans have been prepared over the years, which have guided improvements to the County's transportation system. Many of these improvements included extensions of road systems to improve traffic flow. While the Bear River is a tremendous natural amenity for area residents, it is a physical barrier to efficient east-to-west traffic flow. This is particularly true for North Central Michigan College, where access is available only from one local street.

The need for improved road linkages is evident in many areas of the County. In previous years, population levels and development patterns may not have warranted extending new and existing roads; however, it has become increasingly desirable to have an improved cross-road network, with convenient access to all locations in the County.

The transportation infrastructure is a valuable asset and must be protected. It is both influenced by, and influences, land development. Future planning must consider a diverse range of users, including residents of all ages, commuters, and visitors. Tourism, special events, shopping, recreation, and freight delivery must also be considered. Careful planning will be needed in order to anticipate and meet the needs of Emmet County's transportation system.

6.4 Highways

There are 105 miles of highway serving Emmet County which include:

- I-75 (Interstate 75)
- M-68 (Minor Trunk Highway)
- M-119 (Heritage Route/Minor Trunk Highway)
- U.S. 31 (Major Trunk Highway)
- U.S. 131 (Major Trunk Highway)

6.4.1 I-75

I-75 is an important highway serving the County; it is also the only interstate in Northern Michigan. It runs parallel to the east County line through Cheboygan County. Although only a short segment of I-75 physically enters Emmet County (near the Village of Mackinaw City), its influence is substantial. I-75 is the major traffic link between the Upper Peninsula and the rest of Michigan.

6.4.2 M-68

M-68 enters the County 2½ miles east of Alanson. This is the only corridor linking U.S.-31 in Alanson with I-75 near Indian River.

6.4.3 M-119

Highway M-119 winds along the shoreline of Little Traverse Bay and is the primary link between the cities of Petoskey and Harbor Springs. It is a popular scenic drive between Harbor Springs and Cross Village. This segment between Harbor Springs and Cross Village has tall hardwood trees whose branches arch over the road. Locally know as the "Tunnel of Trees", the scenic beauty of this drive is breathtaking in the spring or summer, and offers a special majestic allure during peak of the autumn color. A conflict between the highway's natural wonders and the increased housing pressures in the area generated welcome attention from concerned residents. In 1997, with much support, M-119 was granted Heritage Route status from MDOT. The Heritage Highway Route Program is designed to identify, inventory, protect, enhance, and in some cases, promote state trunk lines.



6.4.4 U.S. -31

U.S.-31 is a major state trunk line, passing north-south through the entire length of the County. This highway links the Mackinac Bridge (and I-75) with the Pellston Regional Airport, Petoskey, Bay Harbor, Charlevoix, and Traverse City. Recent upgrades creating passing lanes between the Charlevoix/Emmet County line and the City of Petoskey have allowed for smoother flowing traffic before converging with U.S.-131. U.S.-31 is significant for its orientation along the entire Lake Michigan shoreline. It stretches from resort communities in southern Michigan to the Straits of Mackinac. US-31 also provides access to the City of Petoskey, and the Villages of Alanson, Pellston, and Mackinaw City.

6.4.5 U.S.-131



This major highway serves as a state trunk line linking the City of Petoskey and the rest of Emmet County to western Michigan and the Indiana border. U.S. 131 reaches a length of 268 miles in Michigan, from the Indiana state line northerly to Petoskey through Grand Rapids. The direct connection between Grand Rapids and Emmet County is significant. This trunk line is two lanes wide from Petoskey to Manton, 11 miles north of Cadillac. There it becomes four lanes through Grand Rapids to almost the State line. U.S.-131 provides a major connection between Emmet County and neighboring towns to the south such as Boyne Falls, Boyne City, and the Village of Walloon Lake.

U.S.-31 and U.S.-131 come together on the south side of Petoskey. This is the heart of Emmet County's transportation network. This point of convergence acts as a focal point for individuals driving from the North, South, and West. This intersection funnels a high volume of daily traffic entering and leaving the County, and serves as the gateway to local businesses, tourist destinations, and residential areas.

6.5 Major Connector Roads

Besides the major influences that the trunk highways and the interstate have in Emmet County, primary and local roads are important and act as connectors to those highways. There are 244 miles of primary roads, and 599 miles of local roads in Emmet County. Of these roads, there is a select group that is very important in helping handle regional traffic.

6.5.1 State Road

State Road is a primary County road. It begins on the north side of Harbor Springs and connects with Cross Village. It also serves as an important alternate travel corridor to M-119 (Tunnel of Trees). State Road is the most direct route between Cross Village and Harbor Springs. Due to lack of sharp curves on State Road, traffic is able to move more efficiently with better visibility there than on M-119.

6.5.2 Pleasantview Road



Pleasantview is a primary road that runs north-south in the central region of Emmet County. It is particularly significant in serving skiers going to Boyne Highlands and Nubs Nob in the winter months. The traffic is fed primarily from U.S.-31 and M-119. Pleasantview Road also receives an influx of traffic in the summer months from seasonal residents, golfers, and other vacationers.

6.5.3 Levering and Robinson Roads

Levering Road is a minor arterial rural collector road, and gathers many residents from Bliss Township and Cross Village. It acts as the primary east/west road in northern Emmet County, running from U.S.-31 (and the community of Levering) to Cross Village. Traveling east from U.S.-31, Levering Road traverses the Cheboygan County line and provides access to I-75. Levering Road is a direct route into downtown Cheboygan.

Robinson Road is an east-west rural collector road and begins at an intersection with U.S.-31 (in the Village of Pellston). The east part of Robinson Road is also a major connector route to I-75 and the City of Cheboygan. When Robinson Road enters Cheboygan County, it is renamed Riggsville Road. The west half of Robinson Road goes from U.S.-31 to M-119 near the lakeshore at Good Hart, collecting traffic as it crosses both Pleasantview Road and State Road.

6.5.4 Mitchell Road

Mitchell Street, which starts in downtown Petoskey, becomes Mitchell Road running east/west across Emmet County. It acts as a collector route for commuters who live east of the City of Petoskey. Mitchell Road crosses the rural communities of Bear Creek and Springvale Townships. When it enters Cheboygan County, it is renamed Wolverine Road. The road then terminates in Wolverine, where drivers can then access I-75.

6.5.5 River Road

River Road runs north/south parallel to U.S.-131 and stretches from the City of Petoskey south into Charlevoix County. Slicing through the heart of Bear Creek Township, it gathers considerable traffic from residents of Bear Creek Township, Clarion and Springbrook Hills. The latter communities are both located in Charlevoix County. River Road is a popular alternative route to U.S.-131 for many residents because it allows individuals to drive to and from Petoskey with relative ease and less traffic.

6.5.6 Resort Pike



Although short in comparison to the rest of the major connectors, Resort Pike plays a vital role in moving traffic through Resort Township. It is a primary collector for the township, and links to U.S.-31 outside the city limits of Petoskey. This road connects residents from the west and southwest of Petoskey with the Walloon Lake area.

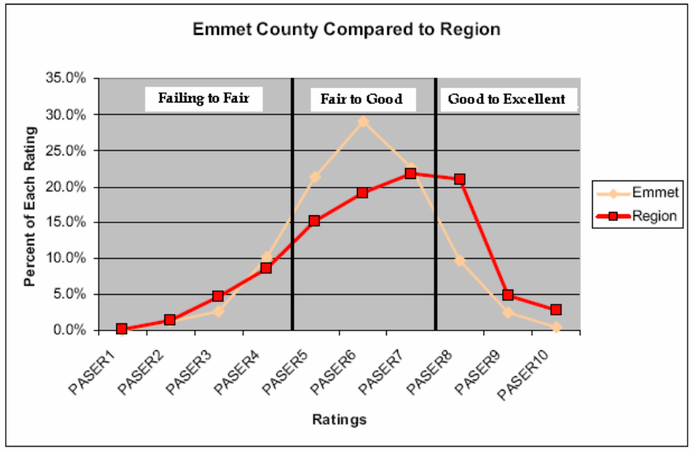
6.6 Road Quality

The quality of the roads in Emmet County is a very important element in the transportation system. The County strives for a safe, comfortable, and well-maintained system of roadways. Unfortunately environmental impacts such as snow, frost, and other weather related factors have a significant impact on road quality. Heavy traffic loads and high volumes of traffic can also contribute to the deterioration of Emmet County roadways. In 2004 the residents of Emmet County approved a 1 mill tax increase to go towards road improvements throughout the County.

6.6.1 Pavement Surface Evaluation and Rating System (PASER)

Northwest Michigan Council of Governments (NWMCOG) uses the PASER system to evaluate the roads in Emmet County and the surrounding 11-county region of Northwest Lower Michigan. The PASER system is a visual evaluation that measures and classifies roads based on their surface condition and appearance. According to NWMCOG, 73.1% of Emmet County's roads were rated 5-7 (Fair to Good). This is considerably higher than the regional median of 56.2%. Very Good to Excellent classifications (8-10) comprise 12.7% of Emmet's roads, while 14.2% were rated 1-4 (Failing to Fair). Map 6-1 (pg 72), provided by NWMCOG, displays the surface ratings for Emmet County's roads.

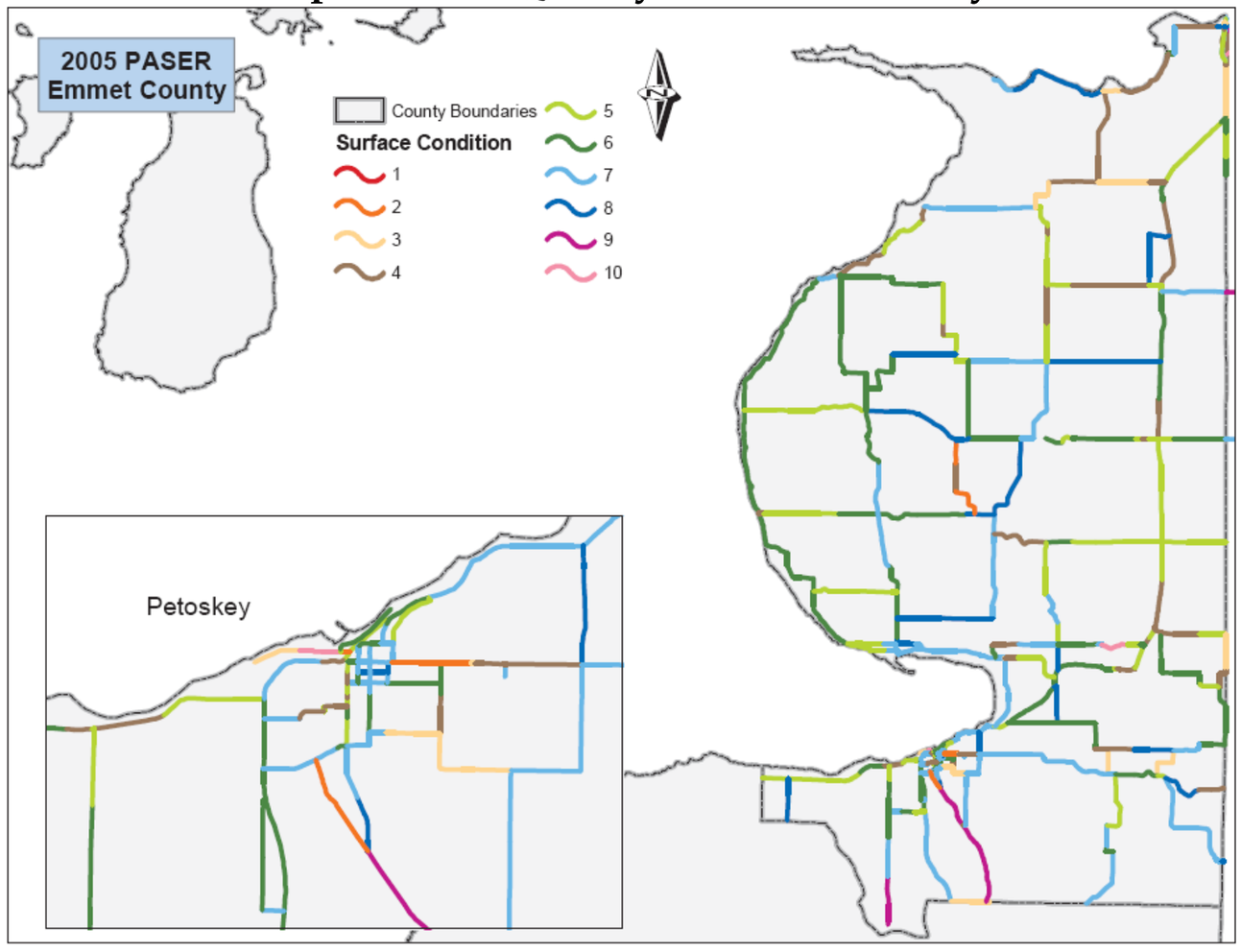
Figure 6-1: Emmet County PASER Rating Compared with the Region



Data Source: Northwest Michigan Council of Governments

Figure 6-1 illustrates how Emmet County compares to the rest of the region. The graph illustrates that the number of Emmet County roads rated 5-7 (Fair to Good) was above the regional average, while roads rated 8-10 (Very Good to Excellent) are below the regional average.

Map 6-1 Road Quality of Emmet County



Rating system: **1-4** (*Failing to Fair*), **5-7** (*Fair to Good*), and **8-10** (*Very Good to Excellent*).

Data Source: Northwest Michigan Council of Governments

6.7 Commercial Truck Lines

Trucking and freight lines play an essential role in Emmet County, bridging the connection between the manufacturer and the consumer. With two major highways and a close proximity to I-75, the trucking and freight lines have shown to be fundamental.

In recent years, two local companies have served Emmet County's trucking and freight needs. Parker Motor Freight and Great Northern Trucking Co. were once heavily relied on for services; however, with the abundance of out-of-area competition from larger trucking and freight companies, as well as a local economy incapable of further sustaining their services, both companies were forced to close.

Currently there are no trucking and freight companies based out of Emmet County. Residents are now faced with dependence on trucking and freight services from outside Emmet County and possibly the State, to maintain the manufacturer and consumer connection.

6.8 Commercial Bus Line



Currently Indian Trails Incorporated is the only commercial bus line operating in Emmet County. Their services provide state-wide transportation for those passengers interested in using the busing system. Indian Trails has three travel center locations throughout the County, providing easy and convenient access to the bus line.

With centers in Pellston, Petoskey, and Mackinaw City, Indian Trails runs their 48-passenger bus seven days a week, offering a south-bound run in the morning and a north-bound run at night. Indian Trails, Inc., serves as a daily link between numerous towns, cities, villages and counties, and allows its passengers to travel outside the state by merging with other bus lines.

6.9 Rail System

During the 1800s the rail system served as the dominant form of transportation, and was crucial in the development of Emmet County. Once stretching throughout the County, the approximately 60 miles of railways are now all but extinct. Currently there are seven miles of active rail remaining in Emmet County. This section is classified a type two railway, with speed limits not to exceed 25 mph. Emmet County's section of rail begins at the south County line near Bear River Road and follows River Road, running north into the City of Petoskey where it terminates just north of Pennsylvania Park.



This section of rail in Emmet County is called the Tuscola and Saginaw Bay Railway (TSB). It was purchased in March 2006 by Federated Railways Inc and TSB has since changed their name to the Great Lakes Central Railroad.

Although there is only a short distance of track remaining in Emmet County, it plays a vital role for at least one area business. Petoskey Plastics Inc. takes advantage of the rail service, and relies heavily on it to transport 200,000 to 250,000 lbs. of resin material every month. The rail service is being utilized because of its superior ability to provide a cost effective way to move mass quantities of materials and products. It is important to note that the rail system can play a pivotal and cost effective role in the development of other industries and Emmet County as a whole.

6.10 Air Travel

The growing availability of air travel in Emmet County has widened the role of aviation in Northern Michigan. Air travel is no longer a luxury, but rather a way of life. With so much of today's society placing importance on time constraints and cost effectiveness, air freight and passenger service are vital to the livelihood of Emmet County. Just like the rail system of the past, aviation may be a key component to unlocking the tourist market, facilitating economic growth, and improving quality of life throughout the area.

As stated throughout the Master Plan, much of Emmet County's economy is dependent on tourism. Air travel makes the area more accessible by providing tourists from all over the world with a quick and convenient form of transportation. Air freight and travel are also important to existing and potential businesses in Emmet County. They assist in the expansion of local markets, improve the efficiency of the supply chain, and enable businesses to participate in global markets.

Air travel improves the quality of life in Emmet County by widening choices of places to go and things to do. It exposes people to new cultures and experiences, and is pivotal in getting emergency medical services and supplies.

6.10.1 Pellston Regional Airport



Located in the heart of Emmet County, Pellston Regional Airport connects Northern Michigan to the rest of the world. In operation since 1936, and offering commercial flights since 1944, Pellston Regional Airport offers quick and efficient commercial passenger, private plane, and cargo services. It provides commercial flights for the sparsely populated northern tip of Michigan's Lower Peninsula. Currently one commercial airline, Northwest Airlink, serves Pellston Regional with service daily to and from Detroit, Michigan. Both Federal Express and UPS serve the County via the airport. In 2005, Pellston Regional Airport tallied 11,642 general aviation arrivals and departures, and 3,005 commercial arrivals and departures, totaling 14,647 flights.

Fine dining, car rental companies, shuttle and taxi services, and a covered boarding bridge are popular amenities that air travelers have come to expect; Pellston Regional Airport provides them all, and more. Wireless internet connectivity is available throughout the terminal, allowing travelers to keep in touch and remain productive enroute. A conference room and onsite work stations are provided to help business-minded professionals tend to work while waiting for a flight. The airport has two runways: one is 6,500 feet by 150 feet, and the other is 5,400 feet by 150 feet. Other services include the sale of JET A and 100LL fuel, minor repairs by appointment, WSI pilot weather briefing system, Instrument Landing System (ILS) for approaches, and a VOR navigation system.



Patrons of Pellston Regional Airport also get something rarely available in any airport: free parking.

6.10.2 Harbor Springs Municipal Airport

In 1929, the daughter of one of Henry Ford's employees went horseback riding during a visit to Harbor Springs. While on this outing, she stepped on a nail and injured her foot. When it was brought to the attention that the local doctor had insufficient supplies for treatment, Henry Ford had a pilot fly the parents, a doctor, and medical supplies in from Detroit. Since there was no airport, the pilot chose to land in a large cornfield. That cornfield is now the location of the Harbor Springs Municipal Airport.

The airport is owned by the City of Harbor Springs, and is located along M-119 just east of Harbor Springs. Although they own the airport, Harbor Springs doesn't operate it alone. In 1989 the Harbor-Petoskey Area Airport Authority was created to manage operations. This group represents the City of Harbor Springs, City of Petoskey, Bear Creek Township, Little Traverse Township, Pleasantview Township and West Traverse Township. Each municipality has one appointed member on the Authority Board of Directors. The Harbor-Petoskey Area Airport Authority operates the airport under a lease agreement with Harbor Springs.

Harbor's airport may not offer commercial flights, but it plays an important role in the economy by allowing private pilots an easy commute to Emmet County for business or leisure. The airport plays a crucial role by serving as a location for emergency patient transport and even organ delivery. Northern Michigan Hospital relies on the airport because strong winds off Little Traverse Bay don't allow the hospital to safely operate a helipad.

Harbor Springs Municipal is open 365 days a year and has staff on call 24 hours a day. Their normal business hours are 8:00 a.m. until dusk. Services provided to all incoming and departing flights include flight planning, tie-downs, hangers, supplies, JET A and 100LL fuel, and a courtesy car.

6.11 Water Travel



Traveling by water is perhaps one of the oldest methods of transportation in Northern Michigan. In fact, water travel has helped shape and develop Emmet County. Native Americans living in the region relied on light-weight canoes to maneuver across lakes and through the intricate networks of rivers and streams. In time fur traders and early settlers used these waterways to develop ports, cities, and villages. Petoskey, Harbor Springs, and Cross Village played a major role in the lumber industry because of their easy access to Lake Michigan. Lumber was ferried throughout the Midwest and was instrumental in the rebuilding of Chicago after the "Great Fire" of 1871. Passenger ships started to bring passengers and cargo to the area, which was essential to the growth and expansion of the County. Currently there is no shipping season or shipping industry in Emmet County.

Today water travel is viewed primarily as recreational fun, but it still is an important contributor to Emmet County's economy. Traveling by water is a pleasant, relaxing, and unique way to discover Emmet County's natural resources and cultural wonders. Ports in Bay Harbor, Petoskey, and Harbor Springs allow boaters to gain access to the St. Lawrence Seaway System. This system of locks and canals acts as a marine highway for boats, ships, and vessels heading out to the Atlantic Ocean. The seaway was instrumental in the exploration of the Great Lakes Region, and continues to serve the Midwest's shipping needs.

6.11.1 Inland Water Route

Northern Michigan's Inland Water Route system is a remarkable journey for the boating enthusiast. This route starts in Pickerel Lake, winds 40 miles to Lake Huron through two locks systems, three lakes, three different rivers, and two counties. There are also several boat

launches along the way. U.S.-31 in Emmet County, and I-75, M-27, M-33, in Cheboygan County are in close proximity to the waterway, providing convenient access for those who trailer their boats.

Native Americans and fur traders traveled this long chain of lakes and rivers, as passage between Lake Michigan and Lake Huron. The waters were naturally protected and were a safer route than traveling around Waugoshance Point on Lake Michigan. As more people came to live in the County, the waterway gained popularity. In 1874 Frank Sammons came up with the idea of using the waterway to transport mail from Cheboygan to Alanson. Then mail was taken to a Petoskey rail yard via the road that is now U.S.-31.



Today the Northern Michigan Waterway system is primarily used for recreation and sport, however, cities and towns located along the waterway are still impacted by it presence. The Village of Alanson is located on the banks of the Crooked River and offers free docking for boaters and watercraft users, making the village a convenient stop for shopping, dining, or equipment repair. Alanson relies heavily on boater traffic in the summer months to help boost the local economy.

The Northern Michigan Waterway system has two unique features in the County. One is the lock system on the Crooked River, and the other is a small swing bridge located in Alanson. The lock system was built in 1968 by the Army Corps of Engineers after the Crooked River was dredged for navigation. The lock will lower or raise water-craft one to three feet depending on current water levels. The lock and an adjacent weir also help control the water level of Crooked Lake. The Michigan Department of Natural Resources operates the lock system between April and October.



Known to the locals as the "Shortest Swing Bridge in the World," this single lane bridge is used by pedestrians, snowmobilers, and local vehicular traffic. The original bridge was built is 1902, but has since been rebuilt. Today the reconstructed replica is operated by hydraulics and uses a rack and pinion gear system. This system maneuvers the bridge to swing open, allowing for the safe passage of larger boats.



Marinas

In order to alleviate some of the hassle of boating and water travel, marinas were created to satisfy the water enthusiast's needs. Most marinas provide boat storage and docking, gas, maintenance, restrooms, food, and ice. Some of the larger marinas in the area even offer internet, dry cleaning, laundry, showers, and ATM machines. Currently Emmet County has 10 marinas. Two of the marinas are municipal and are located in Petoskey and Harbor Springs. The other eight are privately owned and are located in Bay Harbor, Ponshewaing, Oden, Paradise Lake, two in Alanson, and two in Harbor Springs.

Boat Ramps and Launches

Public water access is an essential and integral part of living in Emmet County. Whether outside their front door or just down the road, access to the water is available to every resident.

6.12 Snowmobiling

The County contains more than 122 miles of interconnecting trails that pass through several towns and connect to neighboring counties. The majority of these trails (100 miles) are located north and the east of Harbor Springs, with approximately 20 miles of trail located southeast of Petoskey, running through Bear Creek and Springvale Townships. These trails are groomed and maintained by the Michigan Department of Natural Resources in cooperation with local snowmobile clubs. In addition to the groomed trails, all shoulders of County roads are open to snowmobiles.



6.13 All Terrain Vehicles (ATVs) and Off-Road Vehicles (ORVs)

Legislation has passed (PA 240 of 2008) allowing the legal use of county road shoulders for ATVs and ORVs. The new legislation allows the County Board of Commissioners to adopt an ordinance authorizing the use of ATVs and ORVs on the maintained portion of one or more roads within the County. If an ordinance is adopted by the County Board of Commissioners, the County Road Commission may close a road to the operation of ATVs and ORVs citing environmental or public safety issues; however, they may not close more than 30% of the total linear miles of roads located within the County. Within one year from the active date of this legislation, township boards may adopt an ordinance to close a road to the operation of ATVs and ORVs. Presently there are no public lands designated for ATV and ORV use in Emmet County. Due to the overlap of authority it is recommended that entities work together in the spirit of intergovernmental cooperation.

Having a designated ATV area may result in more spending by households on equipment and ATV-related trips. Although sales at ATV dealerships and repair shops may have a fairly limited economic impact, ATV activity, outdoor recreation, and tourist activity combine to support retail and tourism businesses throughout Emmet County.

6.14 Public Transportation

Public transit is valuable because it provides choice and opportunity to travel. It can offer cost-effective travel; ease congestion; and alleviate environmental strains. Public transit also plays an important role in serving the disabled, elderly, and youth. An assortment of public transportation options is available to County residents including: agency transportation, specialized service transit, inter-county transit, and taxi services. It is recognized that even with the variety of options available in the County, there is still considerable unmet need within the community.

Public transportation tends to be used by four primary groups: persons with low income, people living in a household with limited or no access to a vehicle, seniors, and individuals with disabilities. The 1990 U.S census found 3,531 people (14.1 percent of the County population), were 65 years or older. In the year 2000 the U.S Census identified some 4,495 (14.3 percent of the County population), were 65 years of age or older. In addition, Table 6-1 illustrates an increase in households with no available vehicles. Both trends indicate the potential need for changes to the public transportation system in Emmet County.

Table 6-1: Emmet County Households without a Vehicle

Year	Households without a Vehicle
1990	552
2000	737

Source: U.S. Bureau of the Census

6.14.1 Friendship Centers of Emmet County (Council on Aging)



Transportation is an essential part of living an independent life and the Council of Aging is able to offer this service. The Friendship Centers (Council on Aging) have been providing a low cost, high quality bus service throughout Emmet County since 1975. The Michigan Department of Transportation provides vehicles and some of the operating funds. The additional funding comes from Emmet County's senior millage, bus advertising, bus fares, and donations. Transportation is available to individuals who are at least 60 years old, to persons with disabilities regardless of age, and to the general public based on space and availability. The Friendship Centers average 20,000 passengers a year. Buses are equipped to transport wheelchairs, and drivers are trained to assist passengers entering and exiting the vehicles.

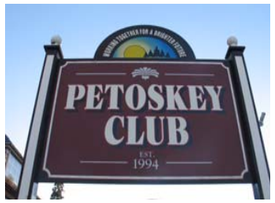
6.14.2 Straits Regional Ride (SRR)

The Straits Regional Ride provides inter-county transportation to Cheboygan, Emmet, and Presque Isle Counties. The SRR currently operates five days a week, Monday through Friday from 6:00 am to 5:00 pm. The buses run flexible routes with selected stops in many communities within the three counties. SRR vehicles are equipped to accommodate individuals with walkers, wheelchairs, and other special needs. The SRR bus system is available on routes into and out of Emmet County. The SRR is funded by the State of Michigan, fare boxes, contracts, and local match from each county's general fund.

6.14.3 The Living Room

The Living Room is an adult service program for elderly and disabled individuals who need a place away from home. It allows their caregivers a break and alleviates their clients' social isolation. The Living Room uses two express vans to transport their clients to and from their facility in Petoskey. Living Room staff has day-to-day client care responsibility, but in addition, they serve as the van's drivers. They transport their clients from home in the morning and return them in the afternoon. The Living Room's transport service averages 2,080 passengers a year. The Living Room is operated by the State of Michigan, local millage, and van fares. Limitations on hours of operation, liability, and full-time drivers, preclude non-Living Room clients from utilizing this system.

6.14.4 The Petoskey Club



The Petoskey Club provides psycho-social rehabilitation services as well as transportation to their clients Monday through Friday, and occasionally Saturday. They also transport their clients to and from medical appointments, work, and job training. No fare is charged to the members for the transportation services. Like the Living Room, staff members operate as drivers of the agency owned vans. The Petoskey Club normally operates at full capacity, but occasionally, may require multiple trips along a route. Given funding source and liability issues, Petoskey Club members are the only permitted users. The Petoskey Club averages 2,700 passengers a year.

6.14.5 Department of Human Services (DHS)

The DHS provides transportation services to eligible children, adults, seniors and disabled individuals who are clients of the agency. Volunteer drivers use their own vehicles and receive mileage reimbursements. Their focus of this program is getting clients to dental and medical appointments. Funding comes partially from Medicaid and a State program called Volunteer Services. The Department of Human Services averages 800 riders a year.

6.14.6 Northwest Michigan Community Health Agency (NMCHA)

Northwest Michigan Community Health Agency is similar to DHS, and provides transportation for maternal services, Women Infants and Children (WIC), and immunization programs. Medicaid-eligible individuals can travel to health facilities and doctors offices in the County. NMCHA serves Emmet County and depends upon taxi companies or friends. No fare is charged to the rider and mileage reimbursements are funded by Medicaid.

6.14.7 Public School Districts

Public school districts in Emmet County provide their own transportation for the student population. Students are transported to their educational facility, Monday through Friday from September through June. Funding is generated by local millage and aid for schools from the Michigan Department of Education. Although Concord Academy of Petoskey is considered a public school, they currently rely on private transportation provided by the students' families or friends.

6.14.8 Women's Resource Center of Northern Michigan

The Women's Resource Center provides transportation services through its domestic abuse and sexual assault services programs. Transportation services are offered to their clients who have major destinations. These destinations often include a safe house, school, work, the Department of Human Services, medical visits, and the courthouse. The Women's Resource Center averages 450 riders a year. Transportation is provided by personal vehicles, on an as-needed basis, 7 days a week, 24 hours per day. No fare is charged to the rider for this service.

6.15 Emergency Service

Allied EMS Systems, Inc., maintains 16 fully outfitted, custom-designed ambulances. These units are equipped with the latest pre-hospital care equipment available. They utilize the most current technology in Computer Aided Dispatch and state of the art 9-1-1 communications.

According to Allied, more than 5,500 patients were transported regionally in 2002. Advanced Life Support interventions were delivered to 60% of those patients. Allied EMS Systems, Inc. has contracts with, and is funded by, local communities in Emmet, Charlevoix, Mackinac, Presque Isle, and Antrim counties.

6.16 Private Taxi, Shuttle, and Limousine Services

These services are classified as demand-and-response transportation. They provide their services to the general public with the use of cars, vans, and buses. Individuals make arrangements to meet their travel needs with these privately owned and operated businesses. Fare rates differ between areas of the County and type of transportation services. Currently there are six private companies that offer these services to Emmet County. The average fleet size of these businesses ranges from one to five vehicles. Only one of the six companies offers 24 hour service, and that is only upon reservation.

6.17 Non-Motorized Transportation

With technological advances and the creation of the combustion engine, use of non-motorized forms of transportation has severely diminished. Bicycle use and walking are the most prevalent forms of non-motorized travel. According to the 2000 U.S. census, only 4.1 percent of the workforce of Emmet County took advantage of non-motorized transportation. Now more then ever, non-motorized travel is significant. Emmet County's population is on the rise and with growth comes greater pressure to use the roads. Besides alleviating traffic congestion, non-motorized transportation generates other positive advantages for the County: clean environment, sustainable economy, quality of life, and individual health.

6.17.1 Bicycling



Although widely viewed as recreational, bicycling is an important mode of transportation in Emmet County. Bicycling is available to residents and nonresidents of all ages and socioeconomic levels. Like the automobile, bicycling provides a high degree of independence and freedom of choice. It is a great way to commute while getting some exercise. There are approximately 120 miles of bike paths and trails located in Emmet County. Bicycling can connect local communities throughout the area. The Top of Michigan Trails Council spearheaded the development of the Little Traverse Wheelway, a 28-mile bike trunk line that connects the cities of Charlevoix, Petoskey, and Harbor Springs via a beautiful shoreline route. This trail is a non-motorized/multi-purpose route that is ordinarily used for bicycling; but runners, walkers, and in-line skaters enjoy it, too. Local cycling clubs have been created by enthusiasts from Charlevoix and Emmet Counties. Use of the trails provides riders with safe, convenient, and enjoyable passage between the counties' major destinations.



6.17.2 Walking

Walking is a practical and inexpensive way to travel, especially where there are sidewalks and trails. It is ideal for those individuals who live near or in a city, town, or village. Although walking to work may seem unrealistic for most residents, having walkable communities in Emmet County is not. Walkable communities exist where an interconnected system of trails and sidewalks allows safe, convenient walking. The "shoe leather express" is an attractive option that adds vitality to a vibrant community. Walkable communities are highly desirable places to shop and live. Both tourists and residents alike, enjoy the benefits and comforts of being in a community that encourages safe and convenient pedestrian travel.

6.17.3 Connectivity and Safety

With much of the basic infrastructure in place, Emmet County's non-motorized transportation system still has room for improvement. As the demand for non-motorized transportation increases, there is a need to accommodate different types of users and expand the County's connectivity. People walk alone, in groups, with pets, and behind strollers. They run, skate, and ride bikes. Sidewalks and trails serve both as travel-ways and stopping areas. A well-defined non-motorized transportation system will have the ability to guide users through Emmet County. The network would connect residential areas to commercial districts, recreation centers, schools, and the rural community. A well-connected network of trails and paths has many short links, numerous intersections, and minimal dead-ends. As connectivity and route options increase, travel distances decrease, allowing for more direct links between destinations. This creates a more accessible and efficient system. To enhance and promote the health, safety, and general welfare of citizens, site plan approvals by local zoning boards should include paved walkways that are separated from the roadway.



6.17.4 Safe Routes to School

This federally funded program, administered by the State of Michigan is offered to schools from Kindergarten through Middle School (grades K-8). The program offers funding to provide safe access for students to bike or walk to school. The State of Michigan administers the program and indicates that Safe Routes to School (SR2S) is an international movement to make it safe, convenient and fun for children to bike and walk to school. Safe Routes to School initiatives help ease traffic jams and air pollution, unite neighborhoods, and contribute to students' health and readiness to learn in school.

6.18 Car Pooling/ Ridesharing

Car pooling (also known as ridesharing) is the shared use of a vehicle to commute along a specific route or location. Currently there are no organized carpooling or ridesharing organizations present in Emmet County. Although only few residents of the County take advantage of this commuting practice, the County's use is slightly higher than that of the State of Michigan. According to the 2000 U.S. census, 13% of the work force in Emmet County carpool to work. The decision to participate in a carpool entails a great deal of responsibility and flexibility. Carpools can be formed by friends, colleagues, organizations, and by word of mouth. Carpools pick up their riders at their homes or gather at a convenient, designated location. Carpooling is strictly voluntary, and is beneficial to the individuals participating, fellow commuters, and their communities. With growing population and seasonal surges, car pooling is an effective way to combat traffic congestion, offer financial savings, conserve energy, reduce air pollution, and alleviate the need for parking spaces. Locations to facilitate and address the needs of carpooling will be essential to the development of such a program in Emmet County.

6.19 Bridges

Although bridges often go unnoticed, their function is essential to Emmet County. They allow for roads and railroads to cross over otherwise impassable obstacles such as rivers, valleys, roads, or other physical barriers. With the miles of winding rivers and streams in the County, it is no wonder that bridges have such a fundamental impact. Bridge construction has created efficient routes to remote areas and facilitated uninterrupted traffic flow throughout Emmet County.

6.19.1 Mackinac Bridge

When it opened on November 1, 1957, the Mackinac Bridge made life easier for those individuals wishing to travel across the Straits of Mackinac. Prior to its completion, a ferry service was used to transport vehicles and trains across the rough waters between Mackinaw City and St. Ignace. According to the Mackinac Bridge Authority, during the deer season, hunters waited hours and even days in a 16-mile traffic jam to catch the ferry.



The overall length of the bridge is approximately five miles from shore to shore, and it is the third largest suspension bridge in the United States. Construction of the bridge took over 2 ½ years and cost the lives of five workers. On June 25, 1998, exactly 40 years after the bridge was dedicated, the 100 millionth crossing took place. Today the "Mighty Mac," as it is lovingly referred to, acts as a gateway to and from Michigan's Upper Peninsula, and is part of the I-75 corridor. This modern marvel provides historic perspective and scenic allure to northern Emmet County while it serves as an important link in the transportation network.

6.19.2 West Mitchell Street Bridge

Because the Bear River acts as a natural east-west barrier, bridges were built to span the deep riverbed and unite the two divided areas of the County. The West Mitchell Street Bridge located in the City of Petoskey was built in 1930, and was added to the National Register of Historic Places on October, 10, 1986. The bridge is the fourth largest concrete girder bridge in the State of Michigan, and is 330 feet in length. Not only is the bridge historically significant, but serves a practical use as well. The West Mitchell Street Bridge is a part of U.S.-31 and allows for smooth and easy passage over the Bear River. The bridge also serves as a funnel, channeling traffic to and from downtown Petoskey.



6.19.3 M-68 Bridge

The M-68 Bridge crosses the Crooked River at the north edge of the Village of Alanson. Built in 1937, the bridge enables traffic and commerce to flow east and west along M-68 connecting the Village of Alanson to Indian River and I -75. According to the Michigan Department of Transportation, the M-68 Bridge will be receiving an upgrade in 2010. The bridge allows convenient access to Emmet County for commuters from neighboring counties.

6.20 Recommendations/Proposals

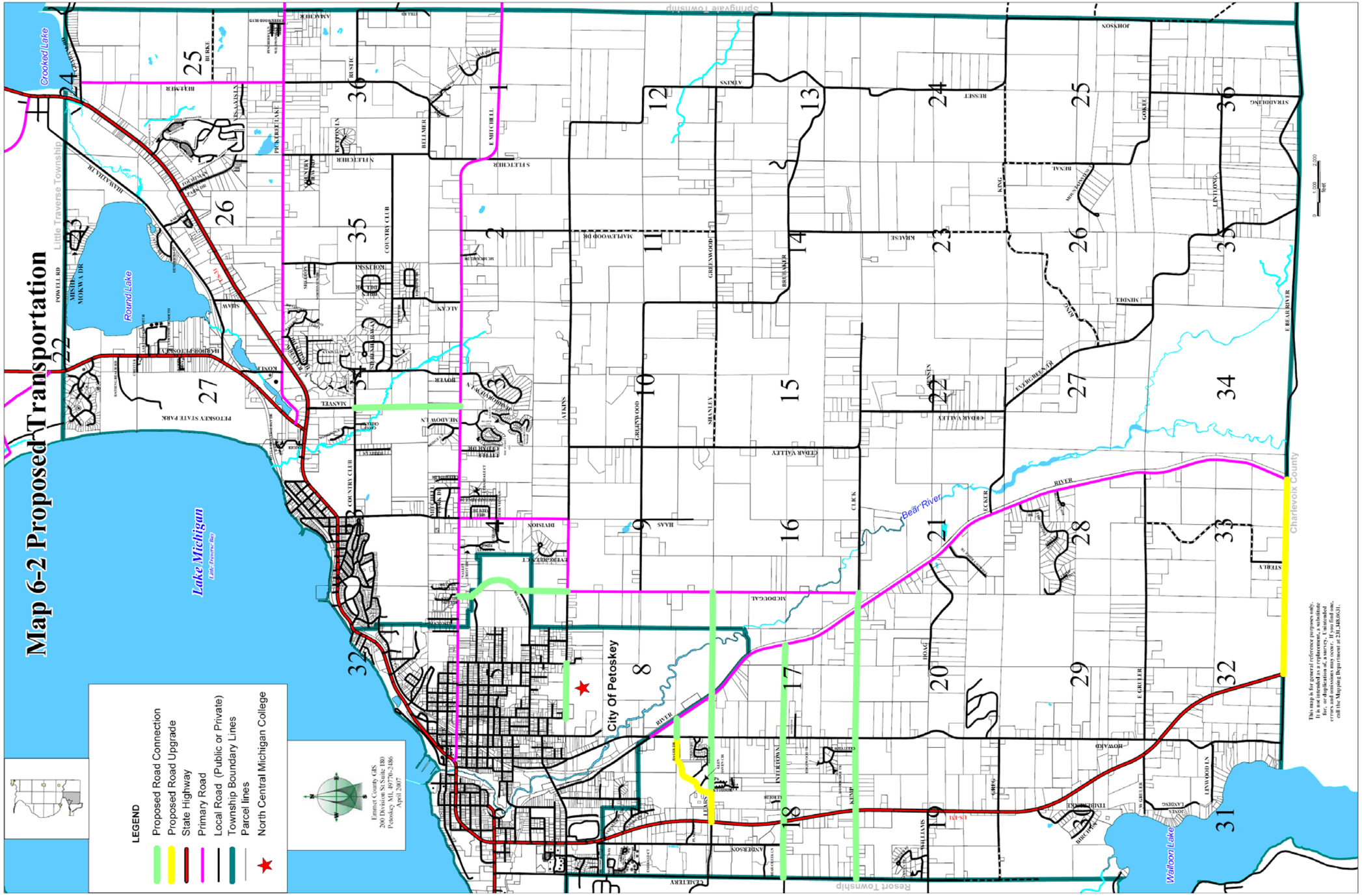
With a growing population and changing demographics, Emmet County must recognize the challenges and opportunities associated with the future of transportation. To better facilitate the future of transportation, the County needs to establish a division to coordinate activity in this area. Various campaigns in recent years have generated studies, identified needs, and produced ideas; but few improvements have been made. It will be the charge of this newly created office to implement past and future studies and be proactive to achieve the goals of this Master Plan.

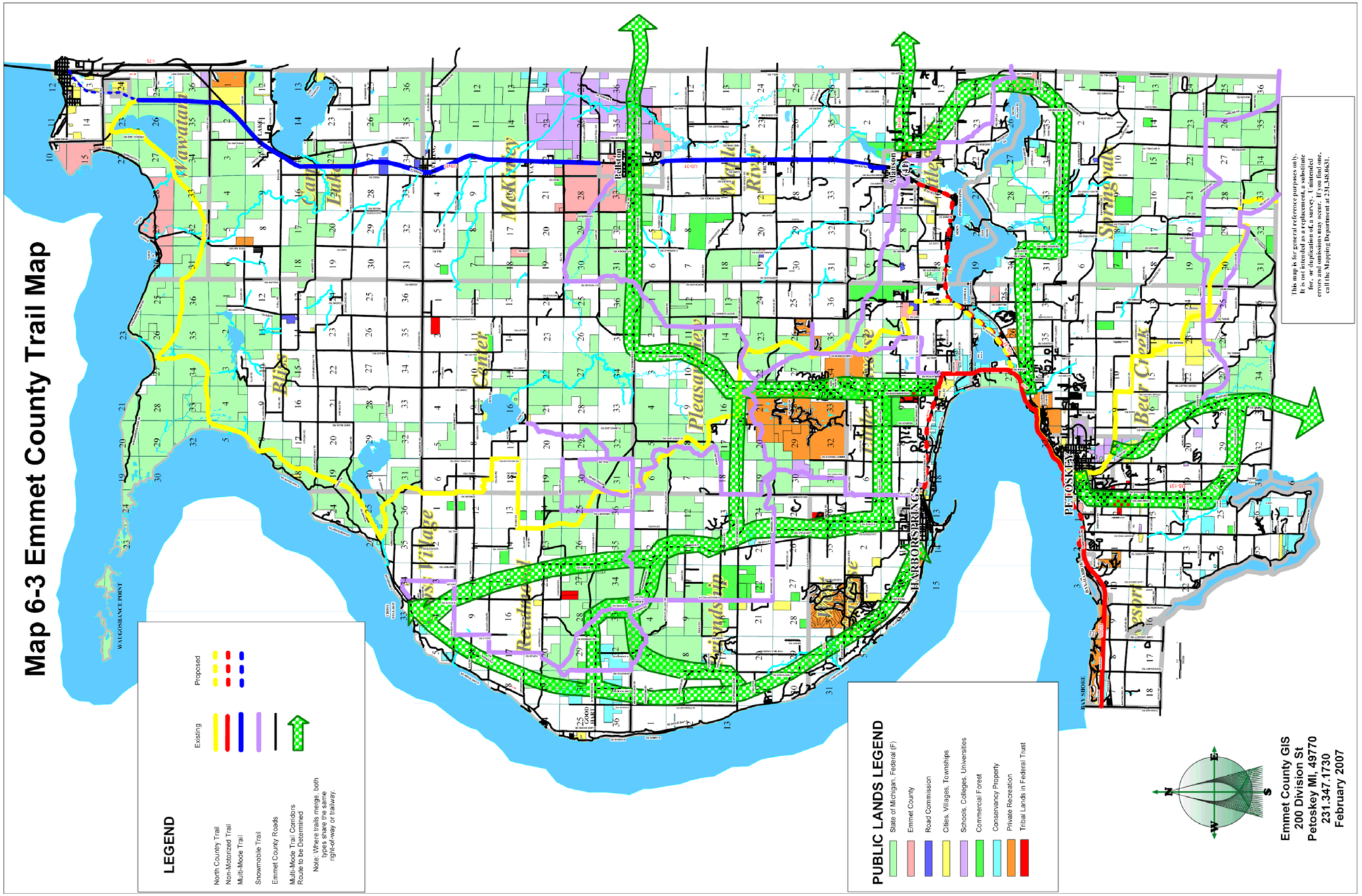
Improving the transportation infrastructure of Emmet County requires developing a diverse transportation network to include new east-west connector routes and the extension of north-south arterials. Map 6-2 (pg 80), illustrates the proposed connections and road upgrades as identified in the Bear Creek Township Comprehensive Plan, Sub Area Master Plan, and Emmet County Road Commission reviews. The need for connections now exists within the rapidly urbanizing area of Bear Creek Township. Some areas of Resort Township need to be closely monitored.

Notice these roads not only connect the north-south arterials to existing east-west roads, but create a framework that facilitates movement throughout southern Emmet County. Currently it is possible to navigate around the City of Petoskey, but such a way involves long indirect routes through rural roads or City of Petoskey neighborhoods.

The development of east-west and north-south connector routes to existing roads will enable motorists on U.S.-131 to avoid much of the Petoskey congestion. Improving the connectivity of the County can reduce traffic volumes on existing north-south arterials and ease congestion along U.S.-31, at Bay Harbor, Petoskey, The Bay View Association, Conway, Alanson, and Pellston.

Improving the transportation framework in the County will also require upgrading existing roads and intersections. This would include the recommendations from previous traffic congestion studies as identified in Map 6-2. It would also include the recommendations of the 2007 Petoskey Area Transportation Study being conducted by The Corradino Group. MDOT should be encouraged to be more proactive in Emmet County with roadway upgrading, by adding additional turn lanes and improving the efficiency of traffic signal operations, and developing an Access Management Study for US-31, US-131, and M-119.


Map 6-2 Proposed Transportation
LEGEND
Proposed Road Connection
Proposed Road Upgrade
State Highway
Primary Road
Local Road (Public or Private)
Township Boundary Lines
Parcel lines
North Central Michigan College
Emmet County GIS
200 Division St Suite 180
Petoskey MI, 49770-2486
April 2007
Lake Michigan
Little Traverse Bay
Round Lake
Crooked Lake
Bear River
Walloon Lake
City Of Petoskey
Charlevoix County
Springvale Township
Resort Township
Little Traverse Township
This map is for general reference purposes only. It is not intended as a replacement, a substitute for, or duplication of, a survey. Unintended errors and omissions may occur. If you find one, call the Mapping Department at 231.348.0631.


Map 6-3 Emmet County Trail Map
LEGEND
North Country Trail
Non-Motorized Trail
Multi-Mode Trail
Snowmobile Trail
Emmet County Roads
Multi-Mode Trail Corridors Route to be Determined
Note: Where trails merge, both types share the same right-of-way or trailway.
Existing
Proposed
PUBLIC LANDS LEGEND
State of Michigan, Federal (F)
Emmet County
Road Commission
Cities, Villages, Townships
Schools, Colleges, Universities
Commercial Forest
Conservancy Property
Private Recreation
Tribal Lands in Federal Trust
Emmet County GIS
200 Division St
Petoskey MI, 49770
231.347.1730
February 2007
This map is for general reference purposes only. It is not intended as a replacement, a substitute for, or duplication of, a survey. Unintended errors and omissions may occur. If you find one, call the Mapping Department at 231.348.0631.
Wawatam
Camp Lake
McKinley
Walla River
Lake Geneva
Springvale
Bear Creek
Pleasantview
Center
Bliss
Village
Readmond
Friendship
Pellston
Alanson
HARBOR SPRINGS
PETOSKEY
WAUGOSHANCE POINT
BAY SHORE

6.20.1 Trails

Increased trail use by a broad cross-section of the population demonstrates the need to expand the existing system. The improvement and development of new passages and corridors are needed. An enhanced system of trails would allow much of the County to be accessible to commuters, recreational users, outdoor enthusiasts, and fitness devotees. Map 6-3 (pg 81) shows the current network as well as proposed improvements to the system.

Bridging gaps and creating connections to adjacent communities are significant steps toward building future trail infrastructure. Map 6-3 illustrates the need to finish segments of trail and close interruptions in the network. Efficient flow and movement through Emmet County has been hindered by breaks along the Petoskey to Mackinaw trail as well as an unfinished segment of the Little Traverse Wheelway between Petoskey and Harbor Springs.

East and south trail corridors will allow for a safe and convenient trail system into neighboring counties, area attractions, and recreation centers throughout the region. Ultimately these corridors will provide alternative transportation, improved recreational opportunities, economic benefits, and enhanced quality of life. The development process requires the cooperation of state, local, and national agencies, and private organizations such as H.A.R.B.O.R., Inc., Top of Michigan Trails Council, and the North Country Trail Association. A variety of land ownership and trail location issues need to be addressed during development stages. Obtaining trail easements through privately owned land represents a major obstacle in creating trails and corridors. During the site plan review process, zoning officials should require trail easements or implementations for new developments.

6.21 Goals - Transportation

The transportation element is defined by this compilation of goals, objectives, strategies, maps, and programs to promote and encourage improvements to the mobility of people and goods throughout the region by providing efficient, effective, convenient, accessible, environmentally friendly, and safe modes of transportation to employment, education, medical, and other desired locations.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Goals

1. Maintain, improve, and analyze the transportation infrastructure to enhance and promote safety, while improving the efficient flow and mobility of goods and people.

2. Encourage cost effective and affordable multi-modal transportation for all.

3. Analyze future transportation needs as they relate to planning for residential and commercial areas, and business districts. Project the potential impact on tourism.

4. Protect the environment through considerations of changes to the existing and proposed transportation network.

5. Continue to expand a variety of recreational trails for enjoyment and alternate transportation.

Objectives

1. Enhance the existing network of roads to reduce traffic and improve safety.

2. Reduce traffic congestion by promoting alternate modes of transportation such as public transit and carpooling, non-motorized transportation, etc.

3. Develop a safe transportation infrastructure.

4. Meet the special transportation needs of the elderly, disabled, and low income families.

5. Define the potential need of affordable transportation for the workforce, student, and seasonal population.

6. Create a division within Emmet County government to coordinate transportation planning and implementation of planning study recommendations.

7. Support alternate modes of transportation to improve air quality, reduce environmental stress, and enhance recreational opportunities

8. Continue to maintain and improve the water travel system in Emmet County.

9. Coordinate existing and future transportation planning and implementation, through appropriate land use control and design standards to alleviate environmental stresses.

Strategies

1. Link concentrations of development through a network of corridors and connector routes for both motorized and non-motorized travel.

2. Implement pedestrian and bicycle connections within and between residential, commercial, employment, schools, and other community facilities through cooperative relationships with organizations and jurisdictions.

3. Implement connector routes to alleviate traffic congestion by incorporating information collected from previous transportation studies; and develop an efficient commercial vehicle/heavy truck route in order to minimize intrusion into residential neighborhoods throughout Emmet County.

4. Explore the feasibility of carpooling as a viable means of transportation.

5. Incorporate the use of signs, crosswalks, and trail buffers for the safety of pedestrians, bicyclists, and vehicular traffic.

6. Coordinate with law enforcement and road agencies to identify high concentrations of traffic violations and accidents.

7. Utilize traffic calming techniques to increase the walkability and residential feel of communities and residential areas

8. Provide law enforcement with the necessary training and equipment, to ensure the safety of our roads, trails, and waters.

9. Acknowledge the needs from past transportation studies to determine the feasibility and cost effectiveness of a transit system.

10. Have the transportation coordinator provide direction and address transportation concerns.

11. Conduct an environmental inventory to assess the impacts on natural resources within potential road expansion areas.

12. Widen the role of aviation in Northern Michigan to increase passenger and cargo services to Pellston Airport.

13. Enhance facilities for recreational boating and fishing.

14. Utilize local zoning and the site plan review process to implement transportation recommendations.

15. Enhance wide pedestrian crossings through implementation of countdown pedestrian signals.

16. Support efforts to create an Access Management Study along US-31, US-131, and M-119.

17. Identify existing transportation services and consolidate resources in order to eliminate duplicate routes.

Chapter 7: Intergovernmental Cooperation

7.1 Introduction

Planning issues cross many jurisdictional boundaries and often require governmental units to work together. Cooperation between these units has become increasingly important from an economic standpoint. While budget constraints and the cost of services place a financial burden on many local governments, intergovernmental cooperation creates opportunities to reduce local expenditures and service costs. The degree and type of cooperation can vary in each community. What may be appropriate in one jurisdiction may be inappropriate in another. Each governmental unit should consider its particular set of circumstances while looking at the most common goals and possibilities for cooperative agreements. Examples of these efforts include the Petoskey Area Transportation Study, The Open Space Task Force, and the Sub Area Master Plan.

7.2 Public Acts (PA)

The State of Michigan uses Public Acts to govern the authorities granted to local units of government. Without these in place, local units of government would have limited power and ability.

Currently there are approximately 40 enabling statues that promote and allow for intergovernmental cooperation. These public acts authorize governments to execute cooperation and administer functions of power, in areas of:

Infrastructure (sewer, water, and solid waste)

Services (police, fire, recycling, and garbage disposal)

Public facilities (libraries, recreation, public buildings, schools, open space, trails, parks, and campgrounds)

Planning (state, tribal, regional, county, city, village, and township)

Intergovernmental bodies (joint commissions, council of governments, studies, and task forces)

Land use and Revenue sharing (contracts and agreements)

(For additional information pertaining to Michigan's Public Acts, go to www.legislature.mi.gov)

7.3 Schools

Emmet County is composed of five separate school districts, which consist of Littlefield, Harbor Springs, Mackinaw City, Pellston, and Petoskey public schools. With roughly 6,000 students from Emmet and surrounding Charlevoix and Cheboygan Counties, the Petoskey Public School district is the largest. The Mackinaw City school district is unique because of its location and student enrollment. The physical location of the school is in Emmet County, but over half of the students attending Mackinaw City schools are residents of Cheboygan County.

7.4 Townships

Emmet County administers planning and zoning for 12 of the 16 townships; the remaining four townships have opted to administer their own zoning. Table 7-1 indicates which of the 16 townships are under County zoning. In addition to zoning, townships can, and do, participate in multiple agreements through various public acts. These agreements can be better illustrated in the Utilities, Facilities, and Community Services Chapter of the Master Plan (Chapter 5).

Table 7-1: Township Zoning Districts in Emmet County

Townships	Townships with Zoning	Townships under County Zoning
Bear Creek www.co.emmet.mi.us/twp/BearCreek		x
Bliss		x
Carp Lake www.co.emmet.mi.us/twp/Carp_Lake		x
Center		x
Cross Village www.harborinc.org/cvtwp_2asp		x
Friendship www.harborinc.org/ftwp.asp		x
Littlefield		x
Little Traverse www.harborinc.org/lttwp.asp	x	
McKinley		x
Maple River		x
Pleasantview www.harborinc.org/pvtwp.asp	x	
Readmond www.harborinc.org/rtwp.asp		x
Resort www.resorttownship.org	x	
Springvale www.co.emmet.mi.us/twp/springvale		x
Wawatam www.co.emmet.mi.us/twp/Wawatam		x
West Traverse www.harborinc.org/wttwp	x	

Data Source: Emmet County Planning Office







7.5 Cities/Villages

The cities and villages of Emmet County accommodate the majority of employment opportunities in the area. Each has its own zoning and offers a wide range of services and infrastructure to better facilitate the safety and quality of life to its residents. The major differences between villages and cities are that villages are not legally separated from the township, not required to assess property tax, and not required to conduct state and national elections.

7.5.1 Petoskey

www.ci.petoskey.mi.us



Petoskey is the larger of the two cities in Emmet County, in size as well as in population; it also serves as county seat for Emmet County. Petoskey encompasses approximately 6.2 square miles or roughly 4,000 acres in size. Currently the City of Petoskey and Resort Township are involved in a 425 Agreement (a mutually beneficial agreement between two jurisdictions in lieu of annexation) that provides Bay Harbor with utilities and public safety services.

7.5.2 Harbor Springs

www.cityofharborsprings.com



The City of Harbor Springs is considerably smaller than the City of Petoskey, at roughly 800 acres. Currently Harbor Springs is involved in a 425 Agreement with West Traverse Township to serve the Glenn Beach portion of the township with utilities, public safety, and other services.

7.5.3 Villages

Currently there are three incorporated villages located within Emmet County. These include:

- Village of Alanson (www.villageofalanson.com)
- Village of Mackinaw City (www.mackinawcity.org)
- Village of Pellston (www.pellstonmi.com)

Presently the Village of Mackinaw City has entered into two 425 Agreements, one with Mackinaw Township and the other with Wawatam Township. Both agreements have been put in place to supply water and sewer services.

7.6 Emmet County

www.co.emmet.mi.us

Organized in 1853, Emmet County is approximately 483 square miles in area and encompasses nearly 309,228 acres of land, rivers, lakes, and streams. There are 28 separate governmental jurisdictions and 180 elected officials within the County. The County shares jurisdictions with two cities, three incorporated villages, 16 townships, five school districts, North Central Michigan College, Char-Em ISD, Emmet County Road Commission, and the Little Traverse Bay Band of Odawa Indians.

7.6.1 Emmet County Department of Public Works (DPW) www.co.emmet.mi.us/dpw

In 2004, the Department of Public Works (DPW) implemented curbside collection of recyclables in Bear Creek, Little Traverse, and Resort Townships, as well as the cities of Harbor Springs, and Petoskey (including Bay Harbor). This active approach the County and its residents have taken, has led to Emmet County's transfer station turning into a model program.

7.6.2 Emmet County Road Commission

www.co.emmet.mi.us/roadcom

The Emmet County Road Commission (Road Commission) was established in 1909 and is responsible for 938 miles of road in Emmet County. The Road Commission is separate from the County government and is governed by a three member board, selected by the Emmet County Board of Commissioners. They have no taxing authority and receive the majority of their funds through state and federal fuel taxes, as well as vehicle registration fees.

The Road Commission meets annually with the townships in the County to determine maintenance and construction priorities. Construction and maintenance projects are planned and coordinated with a tremendous amount of input from township officials and residents. Townships are typically held 100% responsible for the funding of special activities outside the parameters of the Road Commission's responsibilities. The Emmet County Road Commission has agreements with neighboring Charlevoix and Cheboygan County Road Commissions, to maintain and service roads fringing on the jurisdictional borders. They also have agreements in place with the Michigan Department of Transportation (MDOT), to provide year-round maintenance to the interstate and state highways running through Emmet County.

7.7 Multi-County Jurisdiction

Emmet County shares its borders with Charlevoix and Cheboygan Counties. The relationship between Charlevoix, Cheboygan, and Emmet County can be characterized as one of mutual respect and compatibility. These counties share the same desire to promote a high quality of life for the residents and visitors of the area.

Additional cooperation and sharing of information and services will be needed as further changes continue to shape Northern Michigan. A great deal of focus is placed

on education, health, and safety standards associated with creating a desirable place to live, work, and visit. These efforts have prompted the creation of a state-of-the-art emergency response center, as well as collaboration to form a regional health agency.

7.7.1 Charlevoix-Emmet Intermediate School District (Char-Em ISD)

www.charemisd.org

Char-Em ISD is dedicated to the development of the area's youth. Between Charlevoix and Emmet County, it serves 11,450 students from 11 public school districts, six private schools, and three public academies.

7.7.2 Northwest Michigan Community Health Agency www.nwhealth.org

The Northwest Michigan Community Health Agency's responsibility is to promote wellness, prevent disease, provide quality healthcare, address health problems of vulnerable populations, and protect the environment for the residents and visitors in our communities. In operation since 1930, it serves as the official health department of Antrim, Charlevoix, Emmet, and Otsego Counties. With the threat of natural disasters, terrorism and pandemics, staff is working to develop plans to protect the public from bioterrorism and other outbreaks of infectious disease and health threats.

7.7.3 C.C.E. 9-1-1

The Charlevoix, Cheboygan, and Emmet (C.C.E.) Central Dispatch Authority has provided emergency call receipt and dispatch services to the region since 1996. It covers over 1,730 square miles of land, approximately 4,500 miles of road, and serves more than 77,220 people in the three-county area.

7.8 Authorities in Emmet County

- Economic Development Corporation of Emmet County
- Emmet County Brownfield Redevelopment Authority
- City of Harbor Springs Downtown Development Authority
- City of Petoskey Downtown Development Authority
- Village of Alanson Downtown Development Authority
- Village of Mackinaw City Downtown Development Authority
- Village of Pellston Downtown Development Authority
- Village of Mackinaw City Brownfield Redevelopment Authority
- Harbor-Petoskey Area Airport Authority
- Harbor Springs Area Fire Authority
- Harbor Springs Area Sewage Disposal Authority
- Greenwood Cemetery Board
- Mackinac Bridge Authority
- Northern Emmet Emergency Service Association
- Springvale/ Bear Creek Sewage Disposal Authority

7.9 Regional Resources

7.9.1 H.A.R.B.O.R., Inc.

www.harborinc.org

H.A.R.B.O.R., Inc. is a citizen-based, non-profit, Michigan Corporation formed as a result of a grassroots effort by concerned local citizens. Their purpose is to act as a resource for local units of government, property owners' associations, residents and others, when decisions are made that affect the greater community. Its mission is to bring together the greater Harbor Springs community by providing a platform for cooperation and communication; by encouraging participation through education and discussion; by facilitating the understanding and implementation of plans and proposals; and by promoting, protecting, and maintaining the common vision. H.A.R.B.O.R., Inc. serves the City of Harbor Springs and the Townships of Little Traverse, West Traverse, Pleasantview, Friendship, Readmond and Cross Village. Other governmental involvement includes the Little Traverse Bay Bands of Odawa Indians and Emmet County.

7.9.2 Northern Lakes Economic Alliance (NLEA) www.northernlakes.net

The NLEA serves Antrim, Charlevoix, Cheboygan, and Emmet Counties, and acts as a resource center for local companies by providing information on business-related matters. They provide long-term business assistance services to companies that are starting up, expanding, or relocating here. In addition to helping private businesses, farmers, and entrepreneurs, the NLEA takes part in community development.

The Economic Alliance works with communities across the County to identify projects that will have a positive economic impact to that community. These projects help businesses locate to an area and possibly expand in order to increase their market potential. Examples of projects that the NLEA helps to facilitate include improvements to roads, water, sewer, natural gas, electric, and telecommunications.

7.9.3 Northwest Michigan Council of Governments (NWMCOG) www.nwm.org

Created in 1973, NWMCOG facilitates solutions to the community needs of a ten-county area. They offer and administer several programs that empower community and economic development, as well as provide resources for job seekers and employers. The counties of Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Leelanau, Manistee, Missaukee, and Wexford are all members and utilize NWMCOGs pool of resources.

7.9.4 Northeast Michigan Council of Governments (NEMCOG)

www.nemcog.org

For the past several years Emmet County has been participating with NEMCOG and its members on a variety of regional concerns. Serving Northeast Michigan since 1968, NEMCOG facilitates the development of intergovernmental cooperation through the coordination and exchange of information with units of government. Emmet County's involvement is to help ensure the ecological, social, and economic well-being of citizens within the region are addressed and met.

7.10 State of Michigan

www.michigan.gov



While there is much cooperation and communication between Emmet County and the State of Michigan, the Michigan Department of Natural Resources and Michigan Department of Transportation are the most publicized state agencies. Emmet County works with numerous state agencies and departments to administer and fund programs such as public and mental health, courts, vital records, disaster preparedness, solid waste management, highway and road administration and maintenance, property tax administration, law enforcement, elections administration, and incarceration of convicts. The departments Emmet County cooperates with include:

- Michigan Department of Agriculture (MDA)
- Michigan Department of Community Health (MDCH)
- Michigan Department of Corrections (MDOC)
- Michigan Department of Education (MDE)
- Michigan Department of Environmental Quality (DEQ)
- Michigan Department of History, Arts and Libraries (HAL)
- Michigan Department of Human Services (DHS)
- Michigan Department of Information Technology (DIT)
- Michigan Department of Labor & Economic Growth (DLEG)
- Michigan Department of Management and Budget (DMB)
- Michigan Department of Military and Veterans Affairs (DMVA)
- Michigan Department of Natural Resources (DNR)
- Michigan State Police (MSP)
- Michigan Department of Transportation (MDOT)
- Michigan Department of Treasury

7.11 Little Traverse Bay Bands of Odawa Indians www.ltbbodawa-nsn.gov

On September 21, 1994, President Clinton signed the bill that reaffirmed the relationship between the Little Traverse Bay Bands of Odawa Indians and the Federal government, therefore acknowledging the sovereignty of the LTBB.

The Tribe has over 4,000 members, with a large number living within Charlevoix and Emmet County. The Little Traverse Bay Bands of Odawa Indians presently employs over 150 full and part-time employees and employs over 600 individuals at their new Odawa Casino Resort, located in Petoskey. They have enacted planning, zoning, and building code statutes, and provide a variety of services for tribal members, including housing, health care and other social services. The Little Traverse Bay Bands of Odawa Indians continues to strive for the protection of vital areas such as sites of cultural significance, scenic view sheds, open space, wetland areas, waterfront property, plant and animal habitat, and endangered/threatened species, among others. By protecting these vital areas in perpetuity, they ensure that

the LTBB way of life will be protected for seven generations to come.

7.12 United States Government

www.usa.gov

Intergovernmental cooperation exists in varying forms among many different levels of governments. Emmet County works in conjunction with the United States Government to administer several state and federal regulatory agencies and programs. These departments and agencies include:

- U.S. Department of Agriculture (USDA)
- U.S. Army Corps of Engineers
- Bureau of Indian Affairs (BIA)
- U.S. Census Bureau
- U.S. Coast Guard (USCG)
- U.S. Department of Education (ED)
- U.S. Department of Energy (DOE)
- U.S. Fish and Wildlife Service
- U.S. Department of Health and Human Services (HHS)
- U.S. Department of Homeland Security (DHS)
- U.S. Department of Housing and Urban Development (HUD)
- U.S. Department of Justice (DOJ)
- U.S. Department of Transportation (DOT)
- U.S. Department of the Treasury
- U.S. Department of Veterans Affairs (VA)
- U.S. Environmental Protection Agency (EPA)
- Federal Communications Commission (FCC)
- Federal Emergency Management Agency (FEMA)
- Federal Highway Administration (FHWA)
- U.S. Geological Survey (USGS)
- Natural Resources Conservation Service (NRCS)
- Occupational Safety & Health Administration (OSHA)
- U.S. Postal Service (USPS)

7.13 Goals - Intergovernmental Cooperation

The Intergovernmental Cooperation element is defined by this compilation of objectives, policies, goals, and programs to promote the cooperation among various units of government, and improve the quality of life in Emmet County.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Goals

1. Effective working relationships among local, regional, state, tribal, and federal units of government.

2. High quality efficient services and facilities in Emmet County.

3. Cooperation, communication, and collaboration among all levels of government, whenever possible.

Objectives

1. Actively pursue working relationships among units of governments.

2. Create and continue active dialogue among units of governments.

3. Work with all units of government to actively address elements of the Master Plan.

4. Share information, equipment, resources, facilities, technology and services that have cross-jurisdictional applications.

5. Improve emergency management coordination and participation.

6. Coordinate planning and zoning among neighboring units of government to encourage complementary land uses.

7. Promote fiscal efficiency among units of government.

8. Communicate and collaborate on issues of mutual interest, and become more aware of the goals, objectives, and strategies of other groups and boards.

9. Encourage proactive conflict resolution.

Strategies

1. Regularly review intergovernmental agreements to re-affirm they are still in the interests of the governmental units.

2. Communicate and collaborate on issues of mutual interest, and become more aware of the goals, objectives, and strategies of other groups and boards.

3. Develop and implement methods of resolving intergovernmental disputes in a manner that is efficient, respectful, and mutually beneficial.

4. Support and encourage local municipalities to share resources such as equipment, public facilities, and staff where sharing would improve local service capabilities in a cost-effective manner.

5. Encourage participation in forums, workshops, meetings, and other public participation activities.

6. Identify gaps and develop programs to promote regional economic development cooperation within Emmet County and the region.

7. Encourage ongoing, multi-jurisdictional discussions to address growth issues within Emmet County and the region.

8. Cooperate with other units of government on issues involving natural resources, transportation, facilities, and other systems that cross jurisdictional boundaries.

9. Work in cooperation with units of government that use differing planning and zoning guidelines in order to standardize regulations where feasible.

10. Encourage units of government to use intergovernmental committees and staff to discuss joint initiatives.

11. Monitor and disseminate information related to local, county, and state activities, and/or other governmental activities to further local, county, and state planning goals.

12. Work with the Executive and Legislative branches to amend statutes when such amendments would create more efficiency and economy in government.

13. Assist in the planning, preparation, and response to human-caused or natural emergencies and disasters by having all appropriate contracts and agreements in place.

Chapter 8: Housing

8.1 Introduction

The purpose of the Housing Element is to assess the future needs for housing in Emmet County by examining existing residential patterns, demographic trends and projected population changes. Goals, objectives, and strategies are recommended based upon the identified needs to encourage safe, affordable, and attractive housing options for all. For more detailed information on population and trends, refer to the Issues and Opportunities Chapter (Chapter 1).

8.2 Historic Background

As a result of the development of new resort communities, improved highway access, economic diversification, and a demand for lakefront property, Emmet County population has been steadily increasing since 1960. The population of the County has nearly doubled in size between 1960 and 2000 from 15,904 to 31,437.

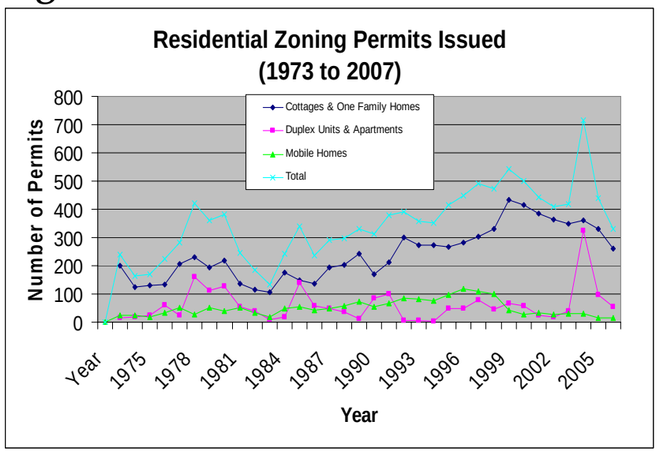
This growing population only reflects a portion of the developmental impact taking place, and does not reflect the important seasonal surges that Emmet County faces in the summer months. The County is a vacation center for a large number of people in the Midwest, and draws individuals to seasonal residences in the summer and winter months, to enjoy the recreational resources of a world class resort community. The seasonal and tourist population has the potential to add nearly 90,000 people to the County at the peak of the summer season. The large number of seasonal residents also influences the types of commercial, business, recreational, and other kinds of development that occur in the County.

8.3 Existing Housing

According to the 2000 Census, housing structures in Emmet County totaled 18,554. Of those units, 14,049 were single family dwellings. Multiple family dwellings, including duplexes, numbered 2,813; mobile homes numbered 1,605; and boats, RVs, vans, etc., accounted for 87 living units. The structures varied from one room to over nine rooms, with the median number of rooms at 5.5. The median value for owner-occupied housing units was $131,500. The median monthly mortgage was $953, with 2,042 homes not mortgaged. While the majority of households had at least one vehicle available, 737 households had no vehicle available. Occupancy figures indicate 67.8% of homes are being lived in while 32.2% are vacant. Seasonal use comprises 27.2% of homes in the County. Owner-occupied housing units account for the majority (75.6%) of residences, while 24.4% are occupied by renters. The average household size was 2.44 persons according to the 2000 Census.

There are many historic homes in Emmet County that are still used as full-time residences and are listed with the Michigan registry of historic sites. Also there are twelve recorded centennial farms located within Emmet County. Further details of both may be found in the Agriculture, Natural, & Cultural Resources Chapter (Chapter 2).

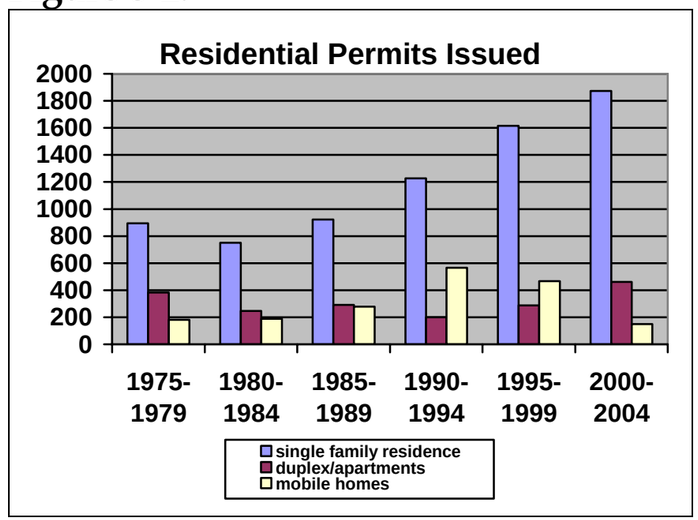
Figure 8-1:



Data Source: Emmet County

Residential building permits have been tracked since 1973. Figure 8-1 identifies, by year, the number of residential permits issued in Emmet County. The high number of multiple family permits issued in 2004 is a direct result of 240 units permitted in Bear Creek Township in one mixed-use development.

Figure 8-2:



Data Source: Emmet County

8.4 Future Housing

Matching future housing demand to satisfy projected population growth is a critical component of the Master Plan. Housing development is typically market-driven, and the market may not be filling the housing needs for all sectors of the population. It is important to monitor current trends and future projections so that Emmet County can optimize the supply of housing appropriate to the anticipated demand.

The availability of a diverse range of housing types helps to ensure that all households, regardless of age, income level, and ability, have the opportunity to find housing

suited to their needs. The cost of housing in a community should be compatible with the income of its residents. Affordable housing is a key component to fulfilling the housing needs of all economic segments of a population. If affordable housing is not available, many workers may be forced to live elsewhere and commute to their jobs, adding traffic congestion, fuel consumption, parking deficiencies, and air quality problems to local communities.

The median income for a family in Emmet County is $44,555 based on 2004 U.S. Census data. To be affordable, housing costs should not exceed 30% of a household's annual income. The costs factored into this number include rent or mortgage, insurance, and taxes. For additional comparison, Figure 8-3 charts the median list price of homes in 2007 and the affordable home price.

Many times affordable housing developments receive a negative perception and community response before they are even built. It is important to educate the community on the benefits of having affordable housing and the economic impact it can produce. Affordable housing is essential to economic development and the health of the business community. It increases the affordability of life's other necessities such as food, clothing, transportation, and medical care.

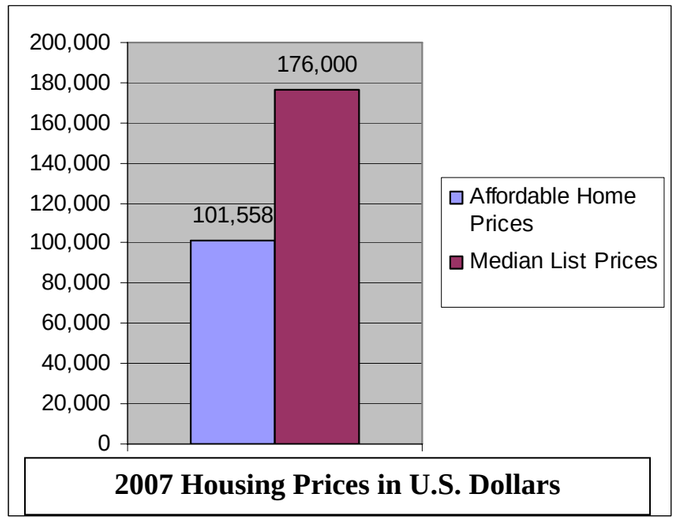
Possible contributing factors to a lack of affordable housing:

- Wages not keeping pace with housing costs.
- Land values remain high.
- Housing production for low/medium income residents not meeting the demand.
- Seasonal employment based on nature of resort community.

Higher density housing, such as multiple family complexes, should be encouraged in neighborhoods with close proximity to commercial centers. This decreases dependence on automobiles and helps support neighborhood commercial areas.

Continued demographic changes such as the aging population will benefit from a residential mix in the County's neighborhoods. Where there is an availability of different housing types in the same neighborhood, people can "age in place," and not have to relocate to an unfamiliar community as they get older. In addition, housing pressures can be eased by allowing accessory dwelling units to accommodate parents who live with adult children. It is also socially responsible to permit accessory units for young adults returning to live with parents for economic reasons.

Figure 8-3:Affordable vs. Median Housing Prices



Data Source: 2007 median price list from the Emmet County Realtors Association website.

**Affordable home price (2.5 times the income of a family earning 80% of the county median) is based on 2004 census data showing the median income for Emmet County as $44,555 and then adjusted for inflation to $50,779.*

8.5 Homelessness

Homelessness is the condition of people who lack fixed housing, usually because they cannot afford regular, safe, and adequate shelter. Homeless households are mobile and tend to go where emergency and transitional housing is available, so the issue has regional impact. Although difficult to measure and predict, many of the causes of homelessness are known and can be prevented. The major contributors include:

- Lack of affordable housing
- Job loss/poverty
- Lack of affordable healthcare
- Natural disaster
- Domestic violence
- Substance abuse and behavioral problems
- Mental illness/disability

8.6 Goals - Housing

The Housing Element is defined by this compilation of goals, objectives, strategies, and programs. Its purpose is to satisfy Emmet County's housing needs by encouraging an adequate housing supply of diverse types, affordability, location, density, and design; particularly design that promotes "universal accessibility" to accommodate special needs populations.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Goals

1. Provide for diversity in the type, density and location of housing.
2. Provide for safe, sanitary, and affordable housing.
3. Provide housing options for people of all income levels.
4. Provide for universally accessible housing options.

Objectives

1. Generate an inventory of the existing and projected housing needs by monitoring housing and populations trends.
2. Ensure adequate housing opportunities that are universally accessible.
3. Encourage creative design practices that would allow for residential uses in business zones.
4. Encourage creative housing developments that incorporate open spaces in areas of higher density.
5. Work in partnership with public and private groups to seek resources for affordable housing.
6. Encourage and support organizations that offer programs and facilities which help people with special needs find housing.
7. Promote housing that meets the needs of all economic segments to achieve a balanced community.
8. Promote mixed income neighborhoods.
9. Encourage housing development compatible with existing and future land uses.

Strategies

1. Participate in regional discussions, programs, and policies to address the housing needs of the County.
2. Work with agencies, such as the Michigan Housing Development Authority, to promote housing that meets the needs of the community.
3. Require sidewalks, trails, appropriate lighting, and other amenities in new developments, which help make residential neighborhoods pleasant and safe.
4. Encourage sidewalks, trails, appropriate lighting, and other amenities in existing developments through incentive policies.
5. Utilize existing infrastructure through the promotion of redevelopment and infill housing.
6. Promote awareness and the understanding of housing needs, through housing counseling, outreach and education, and the continued development of strategies.
7. Educate and encourage the use of green building and energy conservation and design concepts in new and existing structures.
8. Require that properties be maintained in safe condition through code enforcement.
9. Allow residential living environments in mixed-use developments.
10. Work with local non-profits and community organizations to provide shelter, and other services to individuals who are homeless, or at risk of becoming homeless.
11. Encourage a wide range of housing types and densities to meet existing and future housing needs.
12. Investigate the possibility of establishing a land bank authority as a tool to provide affordable housing.

Chapter 9: Land Use

9.1 Introduction

The Land Use Element provides the primary direction for achieving the Plan's guiding principles, as well as designating land use categories throughout the County. This element is a long range planning tool used to balance the interests of preserving and enhancing the qualities of life, as the need for growth occurs. It seeks to integrate land use development and re-development with all elements of the Master Plan, in a manner that respects the interests of both property owners and the community at large. This Master Plan recognizes that the quality of life in Emmet County is indisputably linked to the natural resources and featured landscapes of this area. This is one reason why Emmet County identified and thoughtfully mapped the future land use and overlay districts described in this chapter: to protect, maintain, and enhance our natural resources.

9.2 Existing Land Use

The land use inventory conducted between 1967 and 1971 was the County's first lot-by-lot inventory, accomplished by observation from an automobile. This method is commonly referred to as a "windshield survey." Aerial photographs from 1965 were incorporated as additional reference; they confirmed uses which were not observable from fronting roads.

In 1999, Emmet County began the process of updating the County land use inventory. Although the project was time-consuming, the Planning Commission and staff felt the results of that survey would prove to be an important tool in examining the extent, type, and intensity of land development changes throughout the County over the last three decades. A detailed account of land uses in Emmet County enables planners to better assess existing zoning standards and evaluate the impact of new developments and the expansion of nonconformities in the County.

In 2007, Emmet County updated the Existing Land Use data (Table 9-1 and Figure 9-1) originally compiled in 1999, utilizing zoning and building permit information,

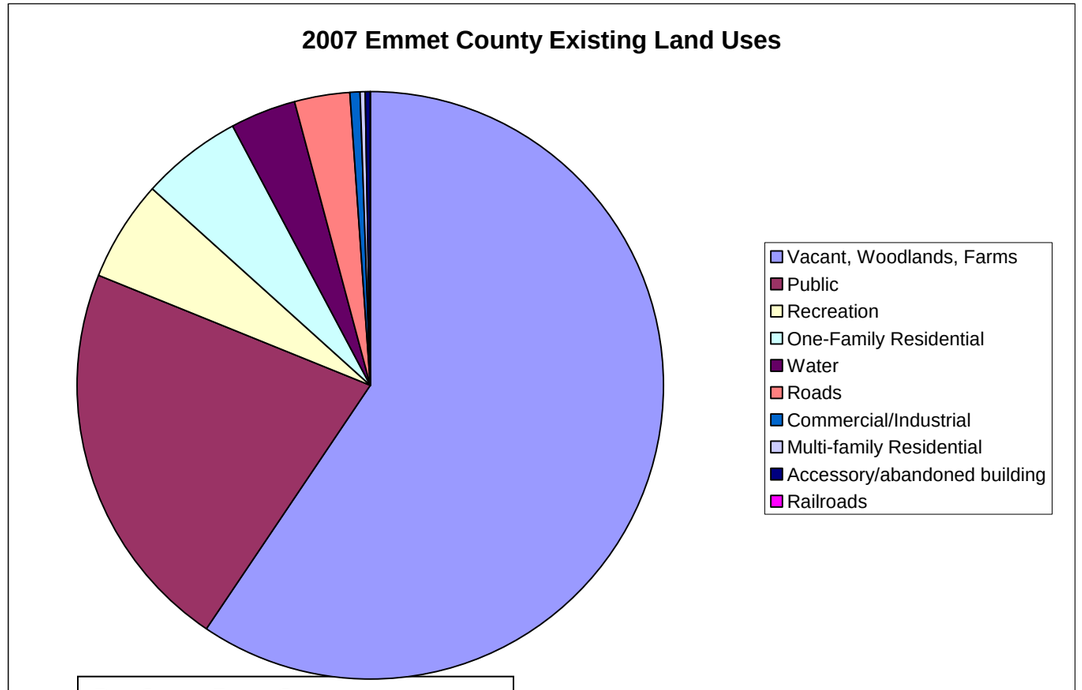
Table 9-1: Land Use Data 1968 and 2007

	1968		2007!!	
Land Use Category	ACREAGE	PERCENT OF TOTAL	ACREAGE	PERCENT OF TOTAL
Vacant, Woodlands, Farms	274351.77	88.44%	181304.36	58.61%
Roads *	6901.74	2.22%	8841.36	2.86%
One-Family Residential	2957.5	0.95%	19177.67	6.21%
Multi-family Residential	N/A		813	0.26%
Public	5880.17	1.91%	67492.22	21.83%
Recreation	7524.1	2.43%	17314.18	5.60%
Commercial/Industrial **	959.5	0.31%	2510.46	0.82%
Accessory/abandoned building	N/A		454.66	0.15%
Railroads	507.8	0.16%	75.01	0.02%
Water ***	11116.4	3.58%	11245.18	3.64%
TOTAL	310198.98	100%	309,228.1	100.00%

!!Figures have been modified based on technological advancements in calculating land area. GIS data used.
*Road surface measurements are determined by multiplying the linear distance of all minor and major roads by 66 feet. This calculation formulates a total measurement of actual road surface and road right-of-way areas.
**Commercial/Industrial includes resource extraction operations.
***Surface water measurements represent total area of rivers, streams, and all minor lakes within Emmet County. River and stream calculations were determined by multiplying the total distance traveled by a buffered area of 20 feet, as an estimated average width.

Data Source: Emmet County

Figure 9-1:



Data Source: Emmet County

supplemented by visual field inspections. The tables and maps created as a result of these inventories identify trends and help complete the research necessary to create the Future Land Use Map (Map 9-1, Appendix A). In the spring of 2008, a new fly-over was completed that should result in a new set of aerial photographs available in the fall of 2008.

9.3 Future Land Use

This element of the Master Plan is the culmination of information gathered in all the previous chapters. Information on demographics, agriculture, natural resources, cultural resources, recreation, economics, transportation, utilities, location of community facilities, public opinion surveys, and the history of Emmet County all play a key role in shaping the desired physical application of land uses in the County. This plan is designed to guide land use patterns, densities, and intensities in areas which will best accommodate the population and development of Emmet County. Its intent is to recognize, understand, and use the existing land uses, present land use trends, and physical characteristics of the County's landscape to consider the multitude of potential future land use applications. The Future Land Use Map does not necessarily indicate the need for immediate changes, but rather acts as a guide for long-term growth. The product of this chapter will be a concise all-encompassing Future Land Use Map (Map 9-1).

9.4 Mapped Land Uses

The categories illustrated are generalized boundaries not meant to be a precise delineation of blocks or property lines. They are descriptive of general development, recognizing that some intermixtures and overlays are neither permissible nor desirable. Categories identified in the Future Land Use Map represent potential land and are not all-inclusive. Through the Zoning Ordinance, more detail will be given to individual neighborhoods based on unique characteristics. Because the map crosses jurisdictional boundaries, it considers County-wide land uses to help establish a coordinated and sustainable development pattern. Each residential category reflects a range of densities represented by type on the Future Land Use Map. The map crosses jurisdictional boundaries and because of this, county-wide land uses are considered to help establish a coordinated and sustainable development pattern. An example of this is the residential categories, which were chosen to reflect the range of densities within multiple zoning jurisdictions. These residential ranges are represented by type on Table 9-2. The County map is not intended to replace specific future land use maps created by individual jurisdictions.

Table 9-2: Residential Categories

Type	*Density
Rural Residential (RR)	5 Acres or larger
Low Density Residential (LDR)	1 to 5 Acres
Medium Density Residential (MDR)	½ to 1 Acre
High Density Residential (HDR)	½ Acre or Less
*Density = 1 dwelling unit per unit of land measure	

9.4.1 Rural Residential (RR)

Rural Residential includes lots five acres or larger, neither served nor intended to be served by public sewer and water. Appropriate uses include one- and two-family dwellings.

Purpose: To preserve the rural character and natural landscape of the County while accommodating low-density residential land use. It provides single family development in a setting that emphasizes tranquility and privacy.

9.4.2 Low Density Residential (LDR)



Low Density Residential includes one- to five-acre lots neither served nor intended to be served by public sewer and water. Appropriate uses include one- and two-family dwellings.

Purpose: To support new residential development while serving as transition areas between medium density and rural residential development. LDRs stabilize and preserve low density residential neighborhoods, and prevent the intrusion of incompatible land uses.

9.4.3 Medium Density Residential (MDR)

Medium Density Residential ranges from ½ to 1 acre in size, and may or may not be connected to public sewer and water. Appropriate uses include one- and two-family dwellings.

Purpose: To allow for a mixture of housing options, while providing a buffer between lower and higher residential densities. They also serve to separate residential and commercial areas. MDRs are intended for a slightly higher density of population with close proximity to goods and services.

9.4.4 High Density Residential (HDR)



High Density Residential calls for a residential density of ½ acre or less per dwelling unit, and connection to the public sewer and water utilities. Appropriate uses include one- and two-family dwellings, and multi-family attached housing.

Purpose: To create a wide range of affordable and sustainable housing choices to accommodate diverse population growth and meet changing household and community needs. HDRs are usually located adjacent to commercial and employment centers or near major transport corridors.

9.4.5 Mixed Use (MU)

Mixed Use is the compact development of land that offers a variety of complementary and integrated uses, including but not limited to: residential, office, retail, restaurant, or entertainment use.

Purpose: To recognize areas with the potential for several types of compatible land uses. They are intended to provide flexibility in design in order to protect and enhance the character of the County. MUs encourage protection of open space through infilling. They facilitate the integration of diverse but compatible uses into a single development, with the goal of creating compact communities in which to live, work, and play.

9.4.6 Light Commercial (LC)

Light Commercial offers professional and business services and is accessed by major roadways, arterials, and service drives. Appropriate uses include professional offices, financial institutions, medical clinics, laboratories, and other commercial facilities.

Purpose: To provide opportunities for varied commercial and professional office development on the community level. They are not intended for intensive regional commercial and industrial uses. These districts provide an opportunity to group businesses, professions, and other services. They also act as a gradual transition between commercial and residential areas.

9.4.7 General Commercial (GC)

General Commercial offers larger retail, service, and commercial centers for convenient shopping along major travel corridors, where most patrons will use automobile access. Within the development, walkability will be encouraged. Appropriate uses include shopping centers, general retailers, grocery stores, pharmacies, banks, restaurants, theatres, service stations, hotels, and entertainment facilities.



Purpose: To provide a variety of goods and services for comparison shopping; accommodate new businesses; create employment opportunities; and promote a suitable mix of commercial uses that fulfill the needs of the residents, visitors, and growing community.

9.4.8 Industrial (I)

The Industrial areas include all uses identified as industrial, as well as the activities accompanying those uses. They permit a wide range of industrial activities, including manufacturing, warehousing and storage, processing, wholesale, distribution, mechanical repair, assembly, limited retail, and accessory office and services.

Purpose: The primary purpose of this category is to provide areas where industrial uses can be located to promote economic diversity. Industrial use is intended to fit into the pattern of development in recognition of its significance to the County's economy.

9.4.9 Park/Recreation (PR)

The Park and Recreation areas include all lands and facilities owned and operated by the state and/or local units of government for park uses that are open to the public.

Purpose: To provide locations for both active and passive recreation; to encompass facilities that provide outdoor recreation; and to accommodate other services and uses of land that provide a distinct public benefit. Most PR lands are improved sites identified as parks and maintained for public use.

9.4.10 Public/Quasi-Public (P)

The Public/Quasi-Public category includes state forests and publicly owned lands other than parks. It also includes privately owned properties available to the public, i.e. Commercial Forest and Little Traverse Conservancy owned properties. Uses may include schools, cemeteries, libraries, utility services, airports, and other facilities owned by public entities.



Purpose: To provide a variety of recreational lands and services to residents and visitors, with the desire to keep these lands for public use. Lands in this category that are removed from public use will be reviewed in relation to the surrounding future land use categories.

9.4.11 Agriculture Overlay (AG)

The Agriculture Overlay identifies land which is to be used now or in the future for the production of food, feed, and other goods, by the systematic growing and harvesting of plants and/or animals. This land is categorized by tax classification, productive soil types, and the designation of prime/unique farmland.

Purpose: To protect and preserve land outside residential, commercial, and industrial areas for the continued practice of agricultural activities.

9.4.12 Viewshed Protection Overlay (VP)



Viewshed Protection Overlay identifies vantage or scenic viewpoint locations in the County where it is possible to view long-ranging segments of land, water, and/or other relatively undisturbed natural scenery.

Purpose: To preserve the unique scenic quality of Emmet County for both visitors and residents, by ensuring future improvements are compatible with naturally occurring features and existing land use. The rolling topography and steep hillsides in Emmet County provide extensive viewsheds and natural vistas for the area; however, as development continues, there are an increasing number of viewsheds being disturbed. Planning for development within these areas requires a number of construction and development standards that find a balance between preservation and construction practicality. These standards would include, but are not confined to: height limitations, site location, building location, spacing, and bulk.

9.4.13 Open Space Overlay (OS)



Open Space Overlay identifies vacant or undeveloped land, often considered an amenity for surrounding communities. This land use is restricted for conservation, agriculture, or recreational purposes by municipalities, conservation organizations, land trusts, homeowners associations, and/or individuals.

Purpose: To preserve the various elements of the County's rural charm and character; and to protect from development of open land areas containing unique and sensitive natural features such as: fallow fields, wetlands, woodlands, floodplains, critical sand dunes, groundwater and groundwater recharge areas, surface water, lake and stream shores, viewsheds, topography, and wildlife corridors.

9.4.14 LTBB Reservation Boundary (RB)

The Reservation Boundary for the Little Traverse Bay Band of Odawa Indians, as originally described in the 1855 Treaty of Detroit and repeated in P.L.103-324, is the area within which the Tribe has jurisdiction over its membership and includes those lands owned by the Tribe, or are held in trust by the United States for the benefit of the Tribe.

9.5 Goals - Land Use

The Land Use Element is defined as a compilation of goals, objectives, strategies, maps, and programs to promote and encourage land use that balances economic, environmental, and developmental concerns which preserve if not enhance the quality of life in Emmet County.

The order in which these goals, objectives, and strategies appear does not represent a ranking of their importance or priority.

Land Use

Goals

1. Guide and direct future growth as presented in the Future Land Use Map of the Master Plan.

2. Encourage land use patterns and development that reinforce and improve the quality of life, while maintaining the rural character.

3. Protect natural features and resources to ensure excellent water, air, and land quality.

4. Protect historic or locally significant areas.

5. Provide for land uses based on demonstrated need in their appropriate locations throughout Emmet County.

Objectives

1. Require all development, whether private or public, to conform to the Zoning Ordinance standards.

2. Promote public participation in land use planning.

3. Develop community design standards and regulations to accommodate projected growth while conserving the County's rural and scenic character.

4. Encourage the preservation of agriculture, viewsheds, water resources, and open space to help maintain the character of the County.

5. Preserve, acquire, and enhance land for recreational use.

6. Promote location of community facilities in appropriate areas accessible to the public.

7. Concentrate land use activities, such as residential, commercial, and community services in the community centers to create more vibrant communities.

8. Develop and promote land use compatibility.

9. Coordinate proposed land use patterns with adequate transportation, infrastructure systems, and required services to support development, while encouraging the best use of land and discouraging sprawl.

10. Promote the location of higher density mixed use developments in established commercial areas.

11. Encourage the concentration of commercial and industrial activities in selected areas to alleviate the pressures of sprawl.

12. Actively plan for potential land use changes.

13. Encourage a variety of housing types for all levels of household income.

14. Encourage local jurisdictions to adopt architectural details to reflect the desires of the community.

Strategies

1. Provide opportunities for Emmet County residents to have input towards the creation and revisions of a Future Land Use Map.

2. Identify and adopt incentives for properties identified as potential redevelopment and infill areas.

3. Identify and promote utilization of brownfield sites.

4. Work with other municipalities in establishing growth boundaries as identified on the Future Land Use Map.

5. Identify, support, and promote the use of preservation tools, such as: Purchase Development Rights (PDR), Transfer Development Rights (TDR), PA 116 (Farmland and Open Space Preservation Act), Cluster Development, and Conservation Design.

6. Identify active and potential agricultural lands.

7. Create and maintain a Geographic Information System (GIS) database of locally significant areas, natural resources, and historic properties in order to assess appropriate locations for development.

8. Where appropriate use Planned Unit Development (PUD) zoning techniques as a land use tool for residential, commercial, and industrial development.

9. Develop and promote incentives for cluster developments, with design features incorporating site amenities and resources, such as, but not limited to open space, greenways, wildlife corridors, and wetland preserves.

10. Employ the use of buffers and/or site design techniques to promote compatibility between potentially incompatible uses.

11. Encourage mixed use development, including housing, live-work spaces, and commercial uses as identified on the Future Land Use Map.

12. Coordinate existing and future transportation planning and design with land uses to minimize environmental stressors.

13. Review and revise zoning and development regulations to ensure that infill developments are well defined, encouraged, and compatible with the existing land use.

14. Revise zoning standards to encourage mixed use development as represented on the Future Land Use Map.

15. Promote the development of brownfields and vacant parcels in already developed locations rather than development of greenfields and open spaces in rural areas.

16. Encourage higher density residential, commercial and industrial development in areas with minimal environmental impact; and where needed infrastructure, such as water and sewer, is already in place.

17. Identify and correct deficiencies in our ordinances regarding natural resources to guide development.

18. Identify areas with mixed use, commercial, and industrial potential to meet the needs of the County.

19. Identify and map wildlife corridors.

Chapter 10: Zoning Plan and Implementation

10.1 Introduction

This is the "How To" Element of the Master Plan, and reaffirms strategies for the implementation of various goals and objectives. It organizes and prioritizes strategies, while prescribing the actions necessary to make them a reality. With each holding a degree of significance and merit, it is not possible to implement all of them immediately. In order to prioritize the list of actions, the Comprehensive Plan Advisory Committee and key staff members from Emmet County Planning and Zoning identified actions they viewed as most feasible and crucial for implementation.

An implementation element is of the utmost importance and is necessary to ensure that the Plan is used by the community as a guide to decision-making. Future decisions made by the County's governing body, commissions, committees, and boards, should be based on the goals, objectives, and strategies of the Master Plan.

10.2 Capital Improvement Program (CIP)

A CIP is identified in the Michigan Planning Enabling Act (Public Act 33 of 2008). Once a Master Plan is adopted, the Act assigns to the County Planning Commission the responsibility of reviewing all capital improvement plans and submitting a report to the Board of Commissioners. This must be done before any funds are expended or work initiated. As a result of all the goals, objectives, and strategies found in this Master Plan, there are many projects vying for the same attention and funding from the County.

The Act defines a CIP as a six year plan for capital improvement projects for the County. It identifies projects and equipment purchases, a time schedule, and a financing plan. A proper CIP should include input from all County departments to identify their perceived needs for the next six years, a feasibility study for each of the proposed projects, and an economic analysis made to determine funding sources and allocations of capital. This information should be updated annually based on the needs of each department. The CIP should also include contingencies for opportunistic capital improvements.

10.3 Plan Review/Monitoring

Under the Michigan Planning Enabling Act, the Master Plan must be reviewed at a minimum of every five years by the County Planning Commission. The Planning Commission upon review will determine to: 1) amend the plan, 2) adopt a new plan, or 3) leave the plan as is. The Planning Commission may choose to review the plan more frequently.

The Implementation Table should be reviewed and revised annually to reflect new proposals, to delete those completed or abandoned, or to modify actions as they become more fully developed. Keeping the Master Plan updated will preserve its relevance for decision-making in the County.

The Planning Commission will submit an Annual Report to the Board of Commissioners documenting action taken to implement the Master Plan. The report will include comments on items successfully implemented, other outstanding accomplishments, problems encountered, delays or other extenuating circumstances, new directions or policies made, and potential changes to the Plan.

The Master Plan is intended to remain a living document to guide decision making. Boards, committees, organizations, and residents may wish to propose programs and projects to the County. Whenever applicable, they should report how their proposals contribute to the goals of the Master Plan.

10.4 Zoning Plan

Under the Michigan Planning Enabling Act, this zoning plan is required by all local units of government that have created a master plan and adopted a zoning ordinance. This master plan details in each chapter the future needs of the County and ways that the County zoning ordinance may be amended to reach the goals and objectives outlined in each of those chapters. The implementation table (Table 10-2, pg 100) detailed in this chapter gives priority ranking to all of the strategies outlined throughout this Plan. The Land Use Chapter (Chapter 9) outlines all of the categories, the potential uses in those categories, and the purpose of each category on the Future Land Use Map (Map 9-1, Appendix A). Table 10-1 (pg 100) relates the land use categories on the Future Land Use Map to the districts identified in the Emmet County Zoning Ordinance (County Ordinance No. 10). Details regarding specific zoning districts and the potential placement of structures and uses are outlined in the zoning ordinance. Any relationship to height, area, bulk, location, and uses is detailed in the County Zoning Ordinance.

As described in this Master Plan, Emmet County does not administer zoning in all jurisdictions; however, this Master Plan makes recommendations for future land uses on a County-wide basis. This zoning plan element only takes into account areas that are subject to County zoning. If a local township repeals their zoning ordinance, the County would then assume jurisdiction, and a detailed assessment would be conducted of that township's zoning ordinance and master plan as it relates to the County zoning ordinance.

Table 10-1: Future Land Use Categories as related to the County Zoning Ordinance

Future Land Use	Zoning Ordinance
Rural Residential (RR)	Forest Recreation (FR)
Low Density Residential (LDR)	Farm Forest (FF-1 and FF-2)
Medium Density Residential (MDR)	One Family Residential (R-1A and R-1B), General Residential (R-2A), Recreation Residential (RR-1 and RR-2), and Scenic Resource (SR-1 and SR-2)
High Density Residential (HDR)	General Residential (R-2A, R-2B, and R-2C)
Mixed Use (MU)	General Residential (R-2B and R-2C) Local-Tourist Business (B-1) General Business (B-2) Parking Transition (P-T)
Light Commercial (LC)	Local-Tourist Business (B-1) General Residential (R-2B and R-2C)
General Commercial (GC)	Local-Tourist Business (B-1) General Business (B-2) Commercial/Industrial (B-3) Parking Transition (P-T)
Industrial (I)	Commercial/Industrial (B-3) Light Industrial (I-1) General Industrial (I-2)
Planned Unit Development (PUD-1 and PUD-2) may be applied to any future land use category listed above.	

10.5 Implementation Responsible Parties and Partners

	Adjacent counties
	Allied Ambulance Service
	All County departments
BRA	Brownfield Redevelopment Authority
	Chambers of Commerce
ISD	Charlevoix Emmet ISD
CRA	Conservation Resource Alliance
	Crooked Tree Arts Center
EDC	Economic Development Corporation
ECD	Emmet Conservation District
BC	Board of Commissioners
	Council on Aging
	Housing Council
PC	Planning Commission
PZ&C	Planning, Zoning, & Construction Resources Department
ECRC	Emmet County Road Commission
	Farm Bureau
FEMA	Federal Emergency Mgt. Agency
	Habitat for Humanity
	HARBOR Inc.
HDNWM	Health Department of Northwest Michigan
LIAA	Land Information Access Association
LTBBO	Little Traverse Bay Bands of Odawa
LTC	Little Traverse Conservancy
	Local historical societies
	Local sewer authorities
	Local public schools
	Local units of government
	Local units of law enforcement
MDEQ	Mich. Dept. of Environmental Quality
MDNR	Mich. Dept. of Natural Resources
	Michigan Department of State Police
MDOT	Mich. Dept. of Transportation
MTA	Michigan Townships Association
	Michigan Works!
NRCS	Natural Resource Conservation Service
NCMC	North Central Michigan College
NEMCO	Northeast Michigan Council of Governments
NLEA	Northern Lakes Economic Alliance
NMRH	Northern Michigan Regional Hospital
NWMCOG	Northwest Michigan Council of Governments
OLF	Outdoor Lighting Forum
PCLA	Pickerel Crooked Lake Association
SCORE	
	State of Michigan
SHPO	State Historical Preservation Office
	Tip of the Mitt Watershed Council
TOMTC	Top of Michigan Trails Council
	Utility Service providers
WRC	Women's Resource Center

10.6 Implementation Table

The following table (Table 10-2, pp 100-107) organizes all of the strategies from each element into a time frame expressed as either On-going, Priority 1 (immediate 2009-2010), Priority 2 (short term 2011-2013), Priority 3 (mid term 2014-2018), Priority 4 (long range 2019-2029), Priority 5 (future considerations 2030+). A low priority number does not necessarily mean a lack of importance, but rather assigns priorities in the order in which County staff, departments, and boards may carry them out. However, community partners may choose to implement a strategy of any priority at an earlier time than what is identified.

Identification numbers (ID #) are not assigned as a form of priority. They are meant only to be used as a reference number.

Table 10-2: Implementation

Priority 1 – Immediate (2009-2010)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Recreation; Natural Resources	Update Emmet County Comprehensive Recreation plan annually to specify potential lands for acquisition.	PC, & P,Z,&C	
2	Natural Resources	Improve lighting ordinances to preserve the dark skies of Emmet County, so they can be appreciated by campers, outdoor enthusiasts, residents, and visitors (or tourists).	PC, Sign & Lighting Committee, & P,Z,&C	OLF, PCLA
3	Transportation	Coordinate with law enforcement and road agencies to identify high concentrations of traffic violations and accidents.	Sheriff's Office	MDOT, Michigan State Patrol, local law enforcement, & ECRC
4	Transportation	Widen the role of aviation in Northern Michigan to increase passenger and cargo services to Pellston Airport.	Economics & Transportation Dept.	local planning commissions & committees
5	Economic Development	Strengthen existing downtowns, by such methods as mixed use development and "Walkable Downtowns".	BC	Chambers of Commerce, NLEA, & local cities and villages
6	Economic Development	Encourage business incentives for businesses that meet the criteria of the Master Plan.	BC	BRA, NLEA & EDC
7	Economic Development	Advocate the development of brownfields and vacant parcels in already developed locations as opposed to development of greenfields and open spaces in rural areas.	PC & P,Z,&C	BRA
8	Utilities	Coordinate with the Geographic Information System (GIS) department to create a map of utility locations based on information from survey, utility providers, and units of government.	Equalization/GIS Dept.	NWMCOG LIAA
9	Utilities	Promote and use new technologies for private septic systems.	BC	HDNWM
10	Utilities	Explore partnerships with telecommunications companies and local units of government to provide affordable broadband services to the County and its population.	Economics & Transportation Dept.	HARBOR Inc. NLEA
11	Utilities; Natural Resources	Explore the use of solar power, fuel cells, bio-fuels, and private and commercial wind generators, and other alternative "resource friendly" forms of electric power generation.	BC, PC, & P,Z,&C	all local units of government & LTBBO
12	Facilities & Community Services	Evaluate service demands and capabilities of law enforcement and fire protection in coordination with anticipated growth and development.	Sheriff's Dept. & P,Z,&C	LTBBO local fire departments
13	Utilities; Facilities & Community Services	Widen the role of air travel in Emmet County by maintaining and expanding the facilities and flight services at Pellston Regional Airport.		
14	Agricultural	Update the County Zoning Ordinances to allow for roadside stands, consumer driven agriculture, value added agricultural opportunities, along with seasonal signs to promote these activities.	BC, & P,Z,&C	ECRC
15	Agricultural	Coordinate with local farms and agricultural agencies in order to provide farm markets, farm stands, and harvest festivals.	P,Z,&C, Parks & Recreation Dept., & Fair Board	MSU Ext. & Farm Bureau
16	Agricultural	Identify, support, and encourage the use of agricultural preservation tools, such as: PDR, TDR, PA 116, Zoning, Cluster Development, Conservation Design, and Open Space.	PC & P,Z,&C	HARBOR Inc., local units of government, ECD, PCLA, & NRCS
17	Intergovernmental Cooperation	Communicate and collaborate on issues of mutual interest, and become aware of the goals, objectives, and strategies of other groups and boards.	All County departments	HARBOR Inc., townships, cities, villages, & LTBBO
18	Intergovernmental Cooperation	Develop and implement methods of resolving intergovernmental disputes in a manner that is efficient, respectful, and mutually beneficial.	All County departments	local units of government & LTBBO
19	Intergovernmental Cooperation	Encourage ongoing, multi-jurisdictional discussions to address growth issues within Emmet County and the region.	All County departments	local units of government, & LTBBO
20	Intergovernmental Cooperation	Work in cooperation with units of government that use differing planning and zoning guidelines in order to standardize regulations where feasible.	BC, PC, & P,Z,&C	neighboring counties, local units of government, & LTBBO
21	Intergovernmental Cooperation	Encourage units of government to use intergovernmental committees and staff to discuss joint initiatives.	All County departments	local units of government, & LTBBO
22	Intergovernmental Cooperation	Work with the Executive and Legislative branches to amend statutes when such amendments would create a more efficiency and economy in government.	All County departments	local units of government, & LTBBO
23	Intergovernmental Cooperation	Assist in the planning, preparation, and response to human-caused or natural emergencies and disasters by having all appropriate contracts and agreements in place.	All County departments	NWMCOG, NEMCOG, local units of government, & LTBBO
	Housing Element	Require sidewalks, trails, appropriate lighting, and other amenities in new developments, which help make	BC, PC, & P,Z,&C	

Table 10-2: Implementation

Priority 1 – Immediate (2009-2010)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
24		residential neighborhoods pleasant and safe.		
25	Housing Element	Encourage sidewalks, trails, appropriate lighting, and other amenities in existing developments through incentive policies.	BC, PC, & P,Z,&C	
26	Housing Element	Utilize existing infrastructure through the promotion of redevelopment and infill housing.	P,Z,&C	BRA
27	Housing Element	Allow residential living environments in mixed-use developments.	P,Z,&C	Housing Council
28	Housing Element	Investigate the possibility of establishing a land bank authority as a tool to provide affordable housing.	BC, Treasurer's Office, & P,Z,&C	
29	Land Use	Identify and adopt incentives for properties identified as potential redevelopment and infill areas.	BC, PC, & P,Z,&C	NLEA
30	Land Use	Work with other municipalities in establishing growth boundaries as identified on the Future Land Use Map.	BC, PC, & P,Z,&C	local and adjacent units of government
31	Land Use	Identify, support, and promote the use of tools, such as: Purchase Development Rights (PDR), Transfer Development Rights (TDR), PA 116 (Farmland and Open Space Preservation Act), Cluster Development, and Conservation Design.	BC, PC, & P,Z,&C	HARBOR Inc., local units of government, PCLA, & ECD
32	Land Use	Identify active and potential agricultural lands.	P,Z,&C	ECD & Farm Bureau
33	Land Use	Where appropriate use Planned Unit Development (PUD) zoning techniques as a land use tool for residential, commercial, and industrial development.	P,Z,&C	
34	Land Use	Develop and promote incentives for cluster developments, with design features incorporating site amenities and resources, such as, but not limited to open space, greenways, wildlife corridors, and wetland preserves.	BC, PC, & P,Z,&C	
35	Land Use	Review and revise zoning and development regulations to ensure that infill developments are well defined, encouraged, and compatible with the existing land use.	BC, PC, & P,Z,&C	
36	Land Use	Revise zoning standards to encourage mixed use development as represented on the Future Land Use Map.	BC, PC, & P.Z.&C	
37	Land Use	Encourage higher density residential, commercial and industrial development in areas with minimal environmental impact and where needed infrastructure, such as water and sewer, is already in place.	BC, PC, & P,Z,&C	
38	Land Use	Identify and correct deficiencies in our ordinances regarding natural resources to guide development.	BC, PC, & P,Z,&C	
39	Land Use	Identify areas with mixed use, commercial, and industrial potential to meet the needs of the County.	BC, PC, & P,Z,&C	
40	Land Use	Identify and map wildlife corridors.	P,Z,&C	MDNR,CRA, MDEQ, & Tip of the Mitt Watershed Council
41	Transportation	Support efforts to create an Access Management Study along US-31, US-131, and M-119.	P,Z, & C	Local Townships, MDOT
42	Transportation	Identify existing transportation services and consolidate resources in order to eliminate duplicate routes.	Economics & Transportation Dept.	

PRIORITY 2 – SHORT TERM (2011-2013)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Agricultural	Complete a study to identify active and potential agricultural lands. Conduct an agricultural survey on the status of farming and the support for preservation tools in Emmet County. Upon completion, update Map 2-1 to accurately reflect potential lands for preservation.	Equalization/GIS Dept.	NWMCOG, ECD, Farm Bureau, NRCS, & LIAA
2	Agricultural	Create a community consensus for protection of agricultural lands by educating and involving citizens and local organizations.	P,Z,&C	HARBOR Inc., local units of government, & ECD
3	Natural Resources	Hire a naturalist.	BC	

PRIORITY 2 – SHORT TERM (2011-2013)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
4	Natural Resources	Develop a County-wide water management plan, to sustain the quality and quantity of water and water dependent ecosystems for future generations. The plan will address: watersheds, groundwater, shoreline protection, surface water, wetlands, and precipitation data.	P,Z,&C	Tip of the Mitt Watershed Council, CRA, MDNR, MDEQ, LTBBO, PCLA & FEMA
5	Natural Resources	Coordinate efforts between local and county governments to analyze and fix potential gaps in existing policies intended to protect natural resources.	BC, PC, & P,Z,&C	local units of government, PCLA
6	Cultural & Historical Resources	Establish and support programs and partnerships that effectively identify, recognize, and encourage the preservation, restoration, and/or continued use of historic buildings, districts, structures, and sites that give physical evidence of the County's history and development periods.	BC, PC, & P,Z,&C	LTBBO, SHPO, & local historical societies
7	Cultural & Historical Resources; Recreation	Create maps clearly identifying historic sites and locations in Emmet County in order to promote informed citizenry and tourism.	Equalization/GIS Dept. & Parks & Recreation Dept.	LTBBO, Chambers of Commerce SHPO, & local historical societies
8	Utilities	Monitor trends, direction, and status of present and future utility services and infrastructure.	P,Z,&C	NWMCOG & local units of government
9	Utilities	Convene a summit of governmental units and utility service providers to avoid duplication of construction and promote the development of shared facilities, services, and equipment.	P,Z,&C	utility service providers, local units of government, MTA, NEMCOG, & NWMCOG
10	Utilities	Create consolidated and/or contiguous utility corridors to support new development.	PC	local units of government
11	Utilities	Use the construction of utility services to steer and target growth in Emmet County.	BC, PC, & P,Z,&C	townships
12	Utilities	Promote the cooperative planning for future water needs among neighboring municipalities and townships, through the consideration of Well Head Protection plans.	P,Z,&C	local units of government
13	Facilities and Community Services	Require community facilities generating high traffic volumes to locate along major roadways and encourage the use of alternative transportation modes.	P,Z,&C	MDOT & ECRC
14	Facilities and Community Services	Communicate and coordinate with long term health care facilities and providers to anticipate and address future needs.	BC, Council on Aging, & Bay Bluffs	LTBBO HDNWM & NMRH
15	Facilities & Community Services; Recreation	Annually update and maintain an inventory of existing facilities by creating maps showing locations, use, and capacities.	all County departments	LIAA, NWMCOG, & LTBBO
16	Economic Development; Recreation	Encourage nature based, low impact tourist attractions, such as eco-tourism, agri-tourism, and tourism based on local history.	BC, PC, & P,Z,&C, Parks & Recreation Dept., & Economics & Transportation Dept.	MSU Ext, NLEA, State of Michigan, & Chambers of Commerce
17	Economic Development	Encourage small and home based businesses with incubators (leasable spaces with support services), education, training, and readily available capital.	P,Z,&C	Chambers of Commerce, NLEA, Michigan Works, & SCORE.
18	Economic Development	Re-assess, develop, and market industrial parks as the preferred business locations.	P,Z,&C, & Economics & Transportation Dept.	NLEA & EDC
19	Economic Development	Advocate the development of and dissemination of broadband communications.	P,Z,&C, & Economics & Transportation Dept.	HARBOR Inc., NEMCOG, MWMCOG, NLEA, & LTBBO
20	Economic Development	Encourage medical related business opportunities.	P,Z,&C, & Economics & Transportation Dept.	HDNWM & NLEA
21	Economic Development	Engage in targeted marketing to attract businesses that meet the criteria of the Master Plan.	BC, Communications & Website Development Dept., Economics & Transportation Dept.	Chambers of Commerce & HARBOR Inc.
22	Economic Development	Encourage business partnerships to identify and utilize by-products created by other companies.	DPW	NLEA & local units of DPW
23	Transportation	Link concentrations of development though a network of corridors and connector routes for both motorized and non-motorized travel.	BC, PC, & P,Z,&C	HARBOR Inc., MDOT, TOMTC, ECRC, & MDNR

PRIORITY 2 – SHORT TERM (2011-2013)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
24	Transportation; Recreation	Implement pedestrian and bicycle connections within and between residential, commercial, employment, schools, and other community facilities through cooperative relationships with organizations and jurisdictions.	BC, PC, & P,Z,&C	TOMTC, HARBOR Inc., MDOT, MDNR, & ECRD
25	Transportation	Implement connector routes to alleviate traffic congestion by incorporating information collected from previous transportation studies, and develop an efficient commercial vehicle/heavy truck route in order to minimize intrusion into residential neighborhoods throughout Emmet County.	Economic & Transportation Dept.	MDOT & ECRC
26	Transportation	Acknowledge the needs from past transportation studies to determine the feasibility and cost effectiveness of a transit system.	BC, PC, P,Z,&C, & Economic & Transportation Dept.	ECRC, MDOT, LTBBO & local units of government
27	Transportation	Conduct an environmental inventory to assess the impacts on natural resources within potential road expansion areas.	P,Z,&C	ECRC & MDOT
28	Recreation	Promote Emmet County as an eco-tourist destination.	BC, Parks & Recreation Dept., Communications & Website Development Dept.	HARBOR Inc., TOMTC, & Chambers of Commerce
29	Recreation	Promote alternative methods for land preservation/open space.	BC, PC, P,Z,&C	LTC, HARBOR Inc., LTBBO, ECD, PCLA, & NRCS
30	Intergovernmental Cooperation	Identify gaps and develop programs to promote regional economic development cooperation within Emmet County and the region.	BC, Treasurer's Office, P,Z,&C, Transportation & Economic Development Dept., & Communications & Website Development Dept.	NLEA, NWMCOG, NEMCOG, & all local units of government
31	Land Use	Coordinate existing and future transportation planning and design with land uses to minimize environmental stressors.	P,Z,&C	MDOT, ECRC, MDNR, & MDEQ

PRIORITY 3 – MID TERM (2014-2018)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Recreation	Hire a County recreation/ environmental planner.	BC	
2	Transportation	Enhance wide pedestrian crossings through implementation of countdown pedestrian signals.		local DPW, ECRC, & MDOT
3	Transportation	Explore the feasibility of carpooling as a viable means of transportation.	P,Z,&C, Communications & Website Development Dept., & Economics & Transportation Dept.	State of Michigan & NWMCOG
4	Economic Development	Encourage business development which serves the growing population of retired people.	Economics & Transportation Dept.	SCORE & NLEA
5	Economic Development	Retain our skilled workforce during economic downturns by promoting further education and training; encouraging assistance for entrepreneurial ventures; and recruiting businesses that will expand employment opportunities.	Economic & Transportation Dept.	NLEA
6	Utilities	Explore innovative methods of improving water quality and wastewater disposal by coordinating land use patterns with applications of new technology.	P,Z,&C	HDNWM, Tip of the Mitt Watershed Council, MSU Ext, local units of government, & local sewer authorities

PRIORITY 3 – MID TERM (2014-2018)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
7	Utilities	Promote the expansion of water and sewer services in identified corridors of development.	P,Z,&C	local units of government, MDEQ, HDNWM, & local sewer authorities
8	Facilities and Community Services	Evaluate the feasibility of constructing regional correctional facilities.	BC & Sheriff's Office	EDA, LTTBO, State of Michigan, & adjacent counties
9	Agricultural	Develop a County preservation program and create an Agricultural Preservation Districts Map.	BC, PC, P,Z,&C, & Equalization/GIS Dept.	ECD & NRCS
10	Cultural & Historical Resources, Recreation	Coordinate and increase public and private support of wide-ranging, affordable, cultural, and recreational events and organizations.	Parks & Recreation Dept.	LTBBO, Chambers of Commerce, & local units of government, Crooked Tree Arts Center
11	Cultural & Historical Resources	Promote awareness of historical and cultural resources with the help of local, state, and federal organizations.	Parks & Recreation Dept.	local historical societies, LTBBO, & local units of government
12	Housing Element	Promote awareness and the understanding of housing needs, through housing counseling, outreach and education, and the continued development of strategies.	P,Z,&C	Housing Council & Habitat for Humanity

PRIORITY 4 – LONG TERM (2019-2029)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Utilities	Review future transmission lines and substation locations well in advance of construction and ensure compatibility with community growth and visual character.	P,Z,&C	local units of government
2	Economic Development; Recreation	Identify opportunities to market Emmet County during off seasons with indoor recreation and services such as spas, saunas, and health resorts.	Economics & Transportation Dept.	Chambers of Commerce, & NLEA
3	Cultural & Historical Resources	Explore technical assistance and funding opportunities to preserve and rehabilitate cultural, historic, and architectural heritage and resources.	Parks & Recreation Dept.	LTBBO, Chambers of Commerce, SHPO, & local historical societies
4	Cultural & Historical Resources	Promote art, drama, music, and dance, and literary experiences.	Parks & Recreation Dept.	Crooked Tree Arts Center, local public schools, & local historical societies

PRIORITY 5 – FUTURE CONSIDERATIONS (2030+)

ID #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Facilities and Community Services	Establish and implement high standards for community facility design and locate community facilities to maximize their contribution to the physical character of the neighborhoods in which they are located and to the community in general.	P,Z,&C	LTBBO, local units of government, & local schools
2	Recreation	Coordinate with local agencies, school districts, and units of government in the visioning and creation of a community pool.	BC & Parks & Recreation Dept.	local schools

ON-GOING

Identification #	Elements	Strategies	Responsible County Entity(s)	Potential Community Partners
1	Agricultural	Support local, state, and federal tax incentive programs that encourage agriculture and related industries.	BC & PC	all units of government & ECD
2	Natural Resources	Regularly improve and update the Emmet County natural features map.	P,Z,&C & Equalization/GIS Dept.	LIAA, LTBBO, & NWMCOG
3	Natural Resources	Encourage balanced development patterns that incorporate, preserve, and enhance the naturally occurring features of Emmet County as identified by the citizen's attitude survey of Emmet County Table 2-3 (pg23).	P,Z,&C	LTC, Tip of the Mitt Watershed Council
4	Natural Resources	Encourage local jurisdictions to adopt their own storm water ordinances by working with non-profit agencies and the County.	P,Z,&C	Tip of the Mitt Watershed Council, & LTBBO
5	Utilities	Prevent and control pollution of wetlands, surface waters, and subsurface waters by regulating the location, construction, installation, and alteration of public and private sewer systems.	P,Z,&C	MDEQ, HDNWM, local sewer authorities, & local DPW
6	Facilities and Community Services	Study and evaluate emergency response times within communities and future growth areas of the County, to provide and ensure the most effective and efficient response.	Sheriff's Office	Allied Ambulance Service, local units of law enforcement, & LTBBO
7	Facilities and Community Services	Support and encourage the joint planning, development, and use of public facilities and services with other governmental or community organizations in areas of mutual concern and benefit in order to maximize efficiency, reduce costs, and minimize impacts on the environment.	P,Z,&C	LTBBO & local units of government
8	Facilities and Community Services	Maintain adequate education, equipment, and staffing for the Emmet County Sheriff's Office.	BC & Sheriff's Office	LTBBO
9	Facilities and Community Services	Continue to educate the public about the problems and dangers associated with solid waste mismanagement.	DPW	local units of government
10	Facilities and Community Services	Continue to expand and improve recycling services through public education, convenient drop off centers, and new technology.	DPW	
11	Economic Development	Encourage residents and communities to utilize available business support services.	P,Z,&C & Transportation & Economics Dept.	NLEA, Chambers of Commerce, SCORE
12	Economic Development	Encourage the development of efficient alternative energy sources such as water, wind power, solar technology, and bio-fuels.	P,Z,&C & Transportation & Economics Dept.	NLEA
13	Economic Development	Maintain and develop opportunities for special education students.		NLEA, ISD, & NCMC
14	Economic Development	Encourage high schools and post secondary educational facilities to offer courses that provide the skills sought by local employers.		NCMC, Michigan Works, & NLEA
15	Economic Development	Use media outlets to display opportunities available to residents and visitors.	Transportation & Economics Dept., & Communications & Website Development Dept.	Chambers of Commerce
16	Economic Development	Promote research on turning residential, business, and manufacturing waste into re-useable resources.	DPW	
17	Transportation	Provide law enforcement with the necessary training and equipment, to ensure the safety of our roads, trails, and waters.	BC & Sheriff's Office	
18	Transportation	Have the transportation coordinator provide direction and address transportation concerns.	Economics & Transportation Dept.	
19	Transportation	Utilize local zoning and the site plan review process to implement transportation recommendations.	BC, PC, & P,Z,&C	local units of government
20	Transportation	Utilize traffic calming techniques to increase the walkability and residential feel of communities and residential areas.	P,Z,&C	ECRC & local units of government

ON-GOING				
Identification #	**Elements**	**Strategies**	**Responsible County Entity(s)**	**Potential Community Partners**
21	Transportation; Recreation	Enhance facilities for recreational boating and fishing.	Parks & Recreation Dept.	MDNR & local units of government
22	Transportation Recreation	Incorporate the use of signs, crosswalks, and trail buffers for the safety of pedestrians, bicyclists, and vehicular traffic.	BC, PC, & P,Z,&C	HARBOR Inc., TOMTC, ECRC, & local units of government
23	Intergovernmental Cooperation	Regularly review intergovernmental agreements to re-affirm they are still in the interests of the governmental units.	all County departments	local units of government & LTBBO
24	Intergovernmental Cooperation	Support and encourage local municipalities to share resources such as equipment, public facilities, and staff where sharing would improve local service capabilities in a cost-effective manner.	all County departments	local units of government, LTBBO, & local schools
25	Intergovernmental Cooperation	Encourage participation in forums, workshops, meetings, and other public participation activities.	all County departments	all units of government, LTBBO, & local schools
27	Intergovernmental Cooperation	Cooperate with other units of government on issues involving natural resources, transportation, facilities, and other systems that cross jurisdictional boundaries.	all County departments	MDOT, MDNR, MDEQ, U.S. Army Corps of Engineers, & LTBBO
28	Intergovernmental Cooperation	Monitor and disseminate information related to local, county, and state activities and/or other governmental activities to further local, county, and state planning goals.	P,Z,&C & Communications & Website Development Dept.	HARBOR Inc., NWMCOG, & NEMCOG
29	Housing Element	Participate in regional discussions, programs, and policies to address the housing needs of the County.	P,Z,&C	Habitat for Humanity & Housing Council
30	Housing Element	Work with agencies, such as the Michigan Housing Development Authority, to promote housing that meets the needs of the community.	P,Z,&C	Habitat for Humanity & Housing Council
31	Housing Element	Educate and encourage the use of green building and energy conservation and design concepts in new and existing structures.	P,Z,&C	
32	Housing Element	Require that properties be maintained in safe condition through code enforcement.	P,Z,&C	local units of government & citizens
33	Housing Element	Work with local non-profits and community organizations to provide shelter, and other services to individuals who are homeless, or at risk of becoming homeless.		Habitat for Humanity, Housing Council,& WRC
34	Housing Element	Encourage a wide range of housing types and densities to meet existing and future housing needs.	PC & P,Z,&C	Habitat for Humanity& Housing Council
35	Land Use	Provide opportunities for Emmet County residents to have input towards the creation and revisions of a Future Land Use Map.	BC, PC, & P,Z,&C	local units of government & citizens
36	Land Use	Identify and promote utilization of brownfield sites.	P,Z,&C	BRA
37	Land Use	Create and maintain a Geographic Information System (GIS) database of locally significant areas, natural resources, and historic properties in order to assess appropriate locations for development	P,Z,&C, Equalization/GIS Dept., & Parks & Recreation Dept.	
38	Land Use	Employ the use of buffers and/or site design techniques to promote compatibility between potentially incompatible uses.	BC, PC, & P,Z,&C	
39	Land Use	Encourage mixed use development, including housing, live-work spaces, and commercial uses as identified on the Future Land Use Map.	BC, PC, & P,Z,&C	
40	Land Use	Promote the development of brownfields and vacant parcels in already developed locations rather than development of greenfields and open spaces in rural areas.	PC, & P,Z,&C	BRA

GLOSSARY

Access Management: The regulation of interchanges, intersections, driveways and median openings to a roadway. Its objectives are to enable access to land uses while maintaining roadway safety and mobility through controlling access location, design, spacing and operation. This is particularly important for major roadways intended to provide efficient service to through-traffic movements.

Accessory Dwelling Units (ADUs): Also know as accessory apartments, in-law apartments, granny flats, or secondary units – are a way to expand the housing supply within neighborhoods, without diminishing their single family character. ADUs are small rentals created on a lot with an existing home. They might be located within the home, as a detached unit, or above a garage or other accessory building.

Agri-tourism: The practice of attracting travelers or visitors to an area or areas used primarily for agricultural purposes. Tourism in which tourists board at farms or in rural villages and experience farming at close hand.

Arterial Road: See trunkline.

Brownfield: Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Cluster Development: See Conservation Design.

Community Partners: See Stakeholders.

Comprehensive Plan: See Master Plan.

Conforming Use: A use that is in compliance with the Zoning Ordinance.

Conservation Design: Developing a parcel in such a way as to preserve on-site open space, to protect natural resources, and to encourage site planning concepts that interrelate building sites and resource amenities in a freer pattern than that permitted by conventional subdivision techniques. This involves grouping development so as to consider the natural features of the property.

County Primary Road: Major collection roads for traffic from nearly all local roads found in cities, villages, and townships. They often connect at major intersections with arterial roads and trunklines.

Density: The number of families, individuals, dwelling units, households or housing structures per unit of land.*

Eco-tourism: The practice of low-impact, educational, ecologically and culturally sensitive travel that benefits local communities. Tourism involving travel to areas of natural or ecological interest, typically under the guidance of a naturalist, for the purpose of observing wildlife and learning about the environment.

Geographic Information System (GIS): A computer system designed for storing, manipulating, analyzing, and displaying data in a geographic context.

Greenfield: Real property, which has not been developed.

Greenway: (1) A linear open space established along either a natural corridor, such as a riverfront, stream, valley, or ridgeline, or over land along a railroad right-of-way converted to recreational use, a canal, a scenic road or other route; (2) any natural or landscaped course for pedestrian or bicycle passage; (3) an open space connector linking parks, natural reserves, cultural features or historic sites with each other and with populated areas; (4) locally, certain strips or linear parks designated as parkway or greenbelt.*

Ground Water: The supply of fresh water found beneath the Earth's surface, usually in aquifers, which supply wells and springs. **

Impermeable surface: Also impervious surface. Not easily penetrated. The property of a material or soil that does not allow, or allows only with great difficulty, the movement or passage of water.**

Infill Development: The reuse of buildings and property in a way that makes economic sense for property owners, local governments, and the regional economy. Infill development may include new development on vacant lots in urbanized areas and redevelopment of underused buildings and sites.

Infrastructure: The basic facilities, services, and installations needed for the functioning of a community or society, such as transportation and communications systems, water and power lines, and public institutions including schools, post offices, and prisons.

Joint Planning: Planning with multiple jurisdictions to complete a plan for a common goal or task.

Land Bank Authority: A public authority created to own, accept, and hold property through gift, transfer, and conveyance. The authority may manage, sell, exchange, lease, option, renovate, develop, and demolish properties in its inventory, and employ other legal means as prescribed by the Land Bank Fast Track Act (P.A. 258 of 2003, M.C.L. 124.751 et.seq.).

Live-work Spaces: A live-work space combines personal living space and professional workspace in such a way that neither is compromised. It may be the addition of another room, in which all work is conducted. One common use for a live-work space is an artist's studio.

Local Road: All roads of cities, villages, and townships that are not considered primary, arterial, or trunklines. These are considered the lowest category of roads in the hierarchy.

Master Plan: Also identified as a comprehensive plan. It is a long-range plan intended to guide the growth and development of a community or region for a set period of time and which typically includes inventory and analytic sections leading to recommendations for the community's land use, future economic development, housing, recreation and open space, transportation, community facilities and community design, all related to the community's goals and objectives for these elements.*

Multi-jurisdictional: The inclusion of several layers of governmental influence on a particular issue, subject, or property. (Bike paths to school may include working with: schools, road agencies (state and local), cities, villages, and county.)

Multimodal Transportation: A transportation network that takes into account all means of transportation, these may include: car, train, bus, airplane, walking, running, bicycling, ATV, ORV, etc.

GLOSSARY

Multi-use Trail: A trail that can be utilized by several modes of transportation and recreational activities, such as, hiking, bicycling, horseback riding, snowmobiling, etc.

Nonconforming use: An activity using land, buildings and/or structures for purposes which were lawfully established prior to the adoption of or amendments to a zoning ordinance and that now fails to meet the requirements of that ordinance.

Open Space: Any parcel or area of land or water, essentially unimproved and set aside, dedicated, designated or reserved for public or private use or enjoyment or for the use and enjoyment of owners, occupants and their guests.*

Open Space Subdivision: See Conservation Design.

Overlay: Additional information to the Future Land Use Map that crosses future land use boundaries, and should be considered prior to making land use decisions.

Palustrine: Relating to a system of inland, non-tidal wetlands characterized by the presence of trees, shrubs, and emergent vegetation (vegetation that is rooted below water but grows above the surface). Palustrine wetlands range from permanently saturated or flooded land (as in marshes, swamps, and lake shores) to land that is wet only seasonally (as in vernal pools).

Permeable Surface: Also pervious surface. Easily penetrated. The property of a material or soil that easily allows the movement or passage of water.

Planned Unit Development (PUD): A form of development guided by a comprehensive site plan usually characterized by larger site areas, and which emphasizes residential use, provides for cluster building, includes dedicated common open space, and promotes an efficient layout of public utilities, all in accordance with a unified architectural theme.

Primary Road: See County Primary Road.

Purchase of Development Rights (PDR): A means of compensating landowners for their willingness to accept a deed restriction on their land that limits some or all types of future development of the land. Landowners are compensated for the fair market value of their land, based on the difference between what it could be sold for on the open market with no restrictions and what it can be sold for once an easement is placed on the land.

Recharge: The process by which water is added to a zone of saturation, usually by percolation from the soil surface; e.g., the recharge of an aquifer. **

Recharge Area: A land area in which water reaches the zone of saturation from surface infiltration, e.g., where rainwater soaks through the earth to reach an aquifer. **

Recharge Rate: The quantity of water per unit of time that replenishes or refills an aquifer. **

Sprawl: Unplanned development of open land.**

Stakeholders: Individuals or groups such as land owners, long-time residents, developers, town staff, agency representatives and others who possess day-to-day knowledge and experience and can lend that expertise and the information they possess to the general understanding of issues and opportunities facing a community.

Surface Water: All water naturally open to the atmosphere (rivers, lakes, reservoirs, ponds, streams, impoundments, seas, estuaries, etc.)**

Sustainable: Also sustainability. Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Transfer of Development Rights (TDR): A process which allows landowners to convey development rights from properties in low-density areas, and sell them to purchasers who want to increase the density of development in areas that are zoned for higher density. Local governments who undertake transfer of development rights (TDR) programs use the market to implement and pay for development density and location decisions.

Transportation Network: The overall framework for transportation mobility as it relates to roads and their hierarchy of principal arterial, minor arterial, collector streets and local streets. The road network provides access and allows for the movement of people, goods and services through an area. It also includes opportunities for alternative modes of transportation such as bicycle lanes and pedestrian pathways.

Trunkline: A designation given over a given transportation route, such as over a set of roads, and is identified as such for the purpose of providing ease with respect to guiding transportation along the route over which it covers. An example of this is a state highway such as M-68 or US-31, which covers a series of roads. The purpose of the designation is to permit travelers the ability to follow the various roads over which it covers without becoming lost or side-tracked from the "main route."

Understory: An underlying layer of vegetation; *specifically*: The vegetative layer of trees and shrubs between the forest canopy and the ground cover.

Universally Accessible: Also Universal Design. This is a relatively new paradigm that emerged from "barrier-free" and "accessible design." Barrier free design provides a level of accessibility for people with disabilities which often results in separate and stigmatizing solutions, an example of this is a ramp that leads to a different entry than the main entry. Universally accessible is expected to be an all encompassing solution that will help everyone, not just people with disabilities. Building design that is accessible by all.

Universal Design: See Universally Accessible.

Value-added Agriculture: See also agri-tourism. The enhancement or improvement of the overall value of an agricultural commodity or of an animal or plant product to a higher value. The enhancement or improvement includes, but is not limited to, marketing, agricultural processing, transforming, packaging, and educational presentation, activities and tours that relate to agriculture or agricultural products.

Visioning Process: A process by which a community defines the future it desires. Through public involvement, communities identify their purpose, core values, and vision of the future.

GLOSSARY

Wellhead Protection Area: A protected surface and subsurface zone surrounding a well or well field supplying a public water system to keep contaminants from reaching the well water.**

Wildlife corridor: A strip of habitat connecting wildlife populations often separated by human activities (such as roads, development, or logging). Corridors allow for the movement of wildlife between their concentrated populations.

Zoning: (1) The exercise of the police powers in which utilization and development of privately owned land is regulated through the division of a community into various districts and the specification of permitted and prohibited uses for each district. (2) The delineation of districts and the establishment of regulations governing the use, placement, spacing and size of land and buildings.*

Zoning Ordinance: An exercise of police power by a municipality to regulate and control the character and use of property. A document prescribing land use regulations.

Glossary terms taken from:

* Moskowitz, Harvey S. and Carl G. Lindbloom, *The Latest Illustrated Book of Development Definitions*, The Center for Urban Policy Research at Rutgers, The State University of New Jersey, 2004.

** US EPA Terms of Environment (EPA # 175-B-97-001, last revised in December 1997.

***Northwest Michigan Council of Governments, *Housing Affordability Strategies: Land Use Strategies – Accessory Dwelling Units* 2008