

# Village of Kalkaska

## Master Plan

2018



*Prepared by the Village of Kalkaska in collaboration with the Village of Kalkaska Downtown Development Authority, Kalkaska County, and Kalkaska County Library*

*This page intentionally left blank*

## Village Council

Harley Wales, Village President  
Penny Dupuie, Trustee  
Tim Ellis, Trustee  
Erik Hayes, Trustee  
Robert Larsen, Trustee  
Diana Needham, Trustee  
Damien White, Trustee

## Planning Commission

LeNell Baxter, Chair  
Robert Burgin  
Annette Goodyear  
Mickey Miller  
Harley Wales  
Damien White  
Scott Yost

## Kalkaska Planning Committee

Cash Cook, DDA  
Gayenell Gentalia, DDA  
Bruce Zenner, DDA  
John Roberts, Kalkaska County Library  
Jack Tanner, Kalkaska County  
Mark Randolph, Kalkaska County  
Damien White, Village Council  
Bob Larson, Planning Commission  
LeNell Baxter, Planning Commission  
Local businesses  
Members of the public

# Village of Kalkaska

## Master Plan

Approved by the Planning Commission

May 3, 2018

Approved by the Village Council

May 14, 2018

Technical Assistance by:



*This page intentionally left blank*

# Table of Contents

Introduction	1
Community Description	5
Natural Resources	13
Transportation	17
Existing Land Use	21
Planning Process and Public Input	29
Vision, Goals, and Objectives	32
Future Land Use	43
Implementation	51
Attachments	54

# Introduction

---

## Purpose of the Village of Kalkaska Master Plan

The purpose of the Kalkaska Village Master Plan is to set forth a strategy for the Village to guide future development and change according to the community's priorities. The plan is intended to provide for:

- **Informed decisions:** The Master Plan provides a stable, long-term basis for informed decision-making. Analysis of existing conditions, combined with the goals and policies that are outlined in the Plan, help guide the Planning Commission and Village Council as they consider zoning, new development, capital improvements, and other matters relating to land use and development.
- **Optimizing Investments:** The Plan provides for coordination of public improvements and private development, and also helps the Village prioritize improvements to community facilities.
- **Predictability:** The Master Plan informs citizens, property owners, and neighboring communities of the Village's priorities and goals, as well as where and how the community is expected to grow—allowing them to plan for the use of property in a way that is consistent with the community's vision.
- **Zoning:** The Master Plan provides the legal foundation for zoning. The Michigan Zoning Enabling Act requires the zoning ordinance to be based on a plan designed to meet residents' needs for natural resources,

housing, recreation, industry, business, service, and other uses.

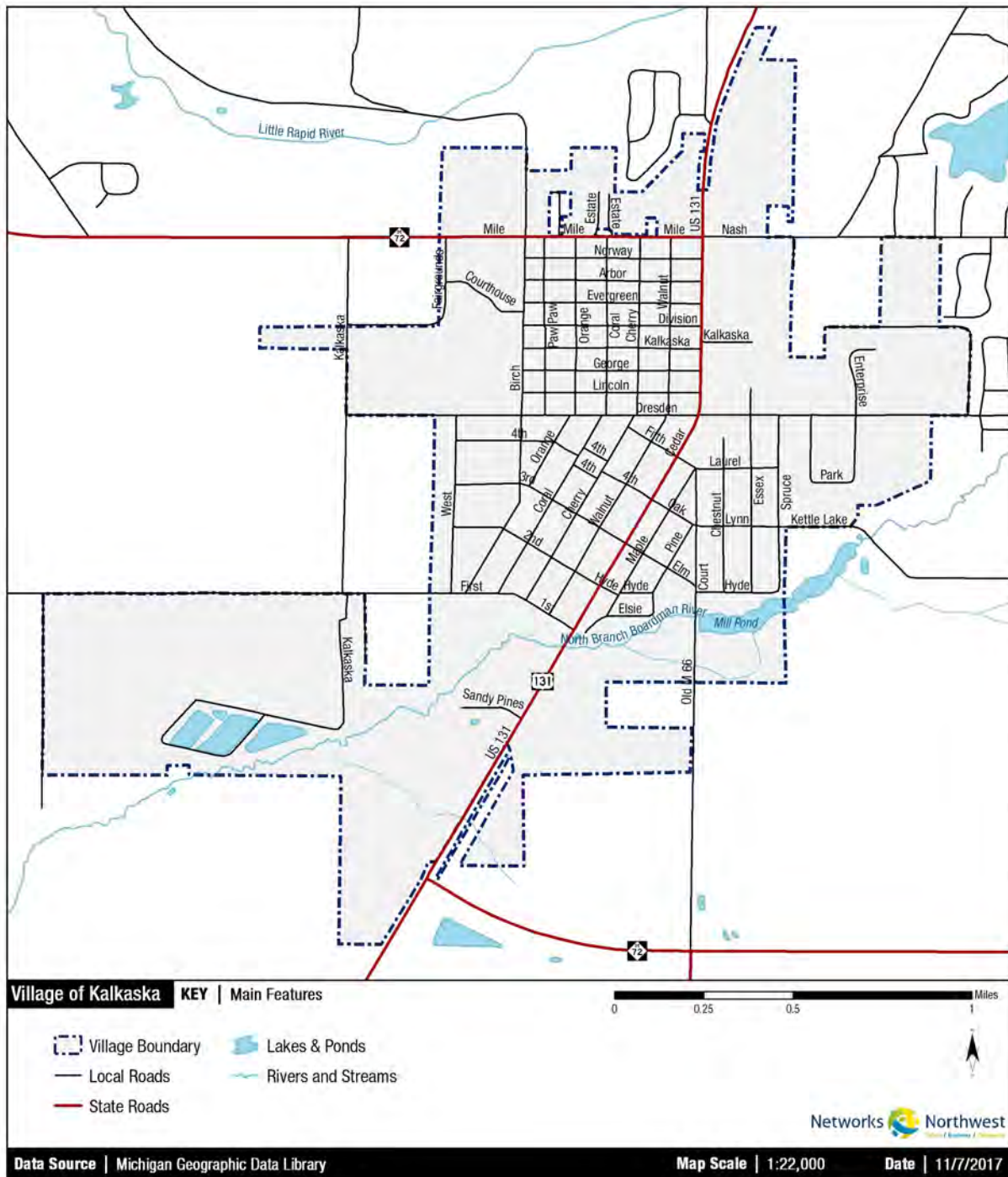
The 2018 Kalkaska Village Master Plan was developed in collaboration with the Kalkaska Downtown Development Authority (DDA), Kalkaska County Library (Library), and Kalkaska County Parks and Recreation, with assistance from Networks Northwest.

This cooperative partnership and process—a first for Kalkaska and perhaps even the State of MI—began in 2016 when the DDA applied for a technical assistance grant from Networks Northwest for the purpose of updating not only the DDA Plan, but also the Village of Kalkaska Master Plan, Village of Kalkaska Recreation Plan, Kalkaska County Recreation Plan, and creating a new Kalkaska County Library Strategic Plan.

Rather than update each agency's plans individually, these partners recognized that each organization serves an important role in guiding the future of the Kalkaska community and

## Statutory Authority

The Kalkaska Village Master Plan was created by the Kalkaska Village Planning Commission, with assistance from Networks Northwest. The Plan was prepared in accordance with provisions of the Michigan Planning Enabling Act (Public Act 33 of 2008) to enhance and protect the health, safety, and welfare of its citizens.





Streetscape in downtown Kalkaska

planning cooperatively for that future, rather than in silos, would result in the most compelling, efficient, and achievable guiding documents.

### Plan Organization

The plan is organized as follows:

- ⇒ **Chapter 1, Community Description**, introduces the Village, including data regarding the population, economy, and governance.
- ⇒ **Chapter 2, Natural Resources**, provides an overview of the natural features found within the Village.
- ⇒ **Chapter 3, Transportation**, discusses air, rail, road, and non-motorized transportation in the Village.
- ⇒ **Chapter 4, Existing Land Use**, summarizes the character, types, and location of existing land uses in the Village.

- ⇒ **Chapter 5, Planning Process and Public Input**, explains how the Village collaborated with other community agencies to develop the plan and how public input was gathered and used in developing and prioritizing Village goals.
- ⇒ **Chapter 6, Vision, Goals, and Objectives**, introduces the Village’s big picture vision, followed by the goals and strategies necessary to achieve the vision.
- ⇒ **Chapter 7, Future Land Use**, summarizes any proposed changes in character, types, and location of existing land uses in the Village, based on the vision and goals.
- ⇒ **Chapter 8, Implementation**, provides an overview of the Village’s decision making structure, leadership, and other considerations that will ultimately drive the implementation of the plan. Public participation, civic engagement, leadership, and partnership opportunities will be discussed in this chapter.



## Related Plans and Policies:

Many previous studies and plans have informed the development of the Kalkaska Village Master Plan, including:

- **Kalkaska Village Zoning Ordinance** is a locally-adopted law that determines where and how development should occur. It is based on the goals of the Master Plan and administered by the Village.
- **Kalkaska County Target Market Analysis (2014)** analyzes existing and emerging demographic trends to identify future demand for various housing types. The report presents important new opportunities for attracting new housing investment and development to the community.
- **The Northwest Michigan Comprehensive Economic Development Strategy (2015)** is required to be completed by regions nationwide by the Economic Development Administration (EDA) in order to apply for funding under EDA's Public Works or Economic Adjustment Assistance Programs. The CEDS brings public and private sector interests together to create an economic roadmap that will help diversify and strengthen regional economies. The CEDS is updated every three years.
- **Kalkaska County Master Plan (2016)** is intended to guide policy and decision making for future land use, infrastructure, and public service decisions within Kalkaska County.
- **Kalkaska Target Industry Market Analysis (2016)** analyzes historic and recent industry clusters and development patterns to identify potential target industries for identified sites. The report considers local and regional economic development analyses, trends, and priorities in identifying potential target industries for the site.
- **US-131 Framework for Growth & Investment (2016)** delves into economic development issues facing seven communities located on the US-131 corridor, from Cadillac to Petoskey, and identifies shared solutions achievable within and between communities. Topics discussed include housing, business development, infrastructure, recreation, and marketing. This year-long process also resulted in a subarea plan specific to Kalkaska, *A Framework for Growth and Investment in Kalkaska*.
- **Kalkaska Community: Designing and Achieving our Potential! (2016)** prioritizes the strategies identified in the US-131 economic development process, based on community consensus, capacity, and ability to achieve successful results.
- **Lakes to Land and the Boardman Watershed Stronger Economies Together Regional Economic Development Plan (2017)** serves as a roadmap for the future economic development efforts of the Lakes to Land and Boardman Watershed Region, including Manistee, Benzie, Grand Traverse, and Kalkaska Counties. Implementation activities are focused on three industrial sectors: Energy; Agribusinesses, Food Processing, and Technology; and Advanced Materials.
- **Village of Kalkaska Recreation Plan (2017)** identifies the Village's highest recreation priorities and includes an action plan for the recreation goals and objectives identified by the community.

# Chapter 1: Community Description

---

## Introduction to the Village of Kalkaska

The historic village of Kalkaska is found at the crossroads of rail, highways, airport, and trails amidst Northwest Michigan’s forests, fields, and hills. It’s home to about 2000 residents and important regional assets and employers, including a hospital, high-quality schools, a historic downtown, significant amounts of industrial property, government offices and services, and a large recreational complex. With strong leadership and infrastructure that has the capacity for growth, the Village is well-positioned for new business, industry, and population growth.

Originally platted around the railroad, Kalkaska has been shaped by both its access to transportation and natural resources. Following the discovery in the 1970’s of natural gas , which later became an anchor industry, the Village experienced a population boom accompanied by substantial industrial and commercial growth—all supported by highway access and rail.

A reliance on these natural resource and transportation assets have left a mixed legacy in Kalkaska. While they’ve created high-paying jobs and economic growth, the Village has also been susceptible to the oil and gas industry’s boom and bust cycles, high unemployment during downturns in the state’s auto industry, and challenges in enhancing the downtown, which lies along 131 and experiences high traffic volumes that complicate efforts to create a vibrant commercial environment. These conditions have in turn contributed to a loss of young people and a historically negative image of the Village, which present economic chal-

lenges moving forward.

But, the Village is leveraging its infrastructure, recreation, placemaking, and industrial assets to counter its barriers to growth, positioning Kalkaska as a competitive choice for economic development activities. Recognizing the opportunities inherent in its location and place-based assets, Village leaders are taking a comprehensive approach to economic development that capitalizes on natural resources and transportation while also integrating workforce development, placemaking initiatives, access to recreation, the development of a resilient retail market, and the creation of an appealing image or brand that can help in efforts to attract new growth and investment.

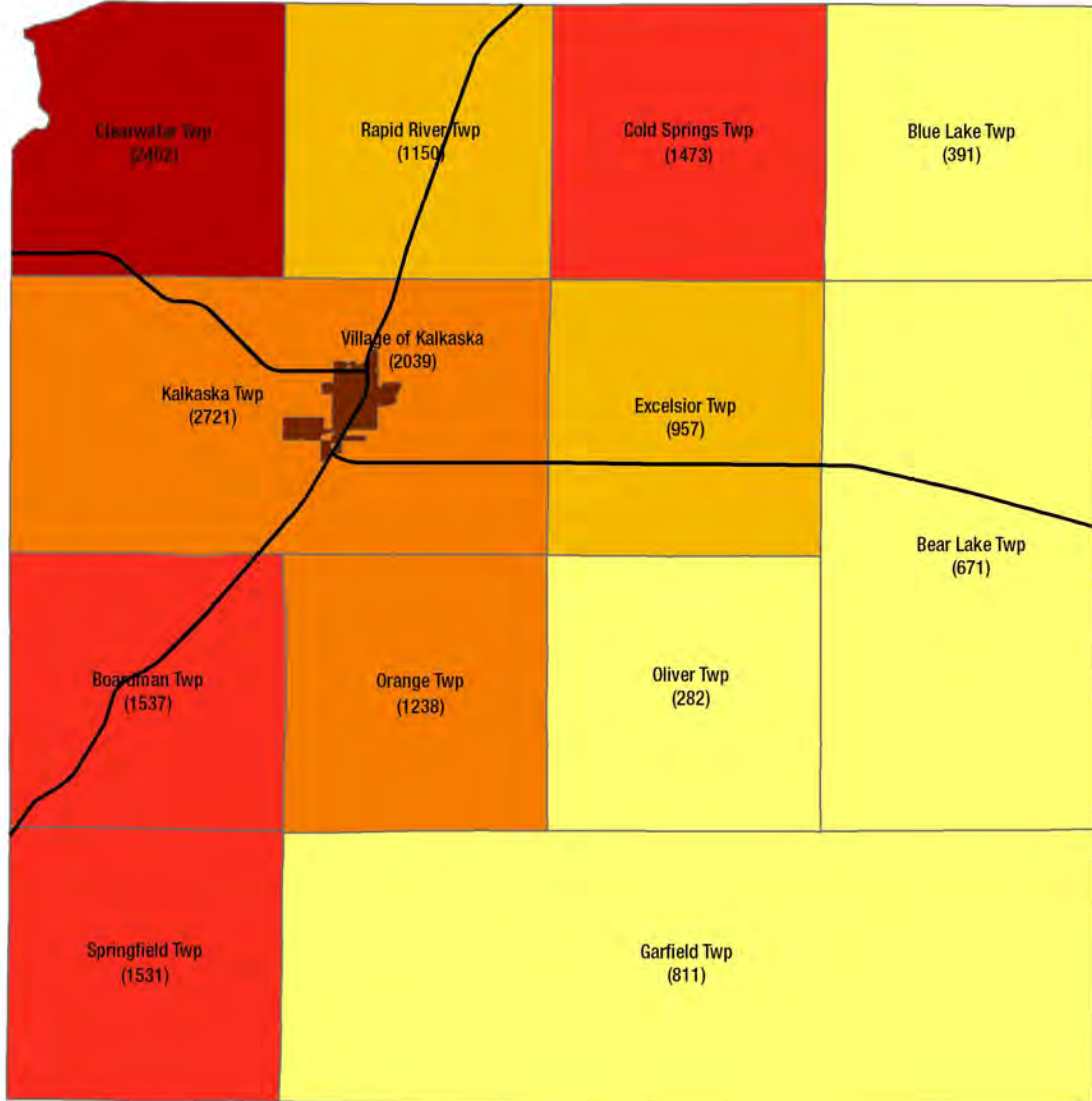
## Regional Context

The Village is located in the northwestern portion of Kalkaska County, a rural, recreation-oriented place filled with pristine rivers, rich forests, and open farmland. Urban development is generally found in the western townships and Village of Kalkaska, the commerce center of the county and where the Library is located. The eastern townships contain more forest cover and have cottage-like development patterns.

State-owned land is prominent throughout the county, especially in the east and northwest areas. This amount of public land allows for vast recreation, especially snowmobiling, hunting, camping, and ATV riding. The Rapid River, the Boardman River, and the Manistee River highlight the natural corridors and pro-

### Kalkaska County Population Density

Total Population: 17,263



**KEY | Main Features**

**Total Population per Square Mile**

- 7 - 20
- 20.01 - 35
- 35.01 - 40
- 40.01 - 55
- 55.01 - 75
- > 800

- State Trunkline
- Township and Village Boundaries



Networks  Northwest  
Think & Build with Confidence

Data Source | U.S. Census Bureau; Michigan Geographic Data Library

Map Scale | 1:208,000

Date | 09/17/2017

vide for a multitude of recreation, especially fishing and canoeing.

Although agriculture is not the dominant land use, it is the principal land use in the middle of the county, and is visually expressive of the county’s heritage. Housing types vary, and are affordable relative to the surrounding region, which makes the county accommodating to residents, second homeowners, and visitors alike. Commercial and industrial sites are located along highway corridors, especially near the Village.

Traverse City is located about 20 miles west of Kalkaska County and the Village of Fife Lake is situated nearly adjacent to the southwest corner of Kalkaska County. Surrounding counties include: Grand Traverse County to the west, Crawford County to the east, Antrim County directly north and Missaukee County to the south.

### Data Sources & Methodology

This chapter relies on several main data sources, including American Community Survey 5-Year Estimates (ACS).

The Census is conducted once every 10 years to provide an official count of the entire US population to Congress. The ACS is done every year to provide up-to-date estimates about the social and economic needs of a community.

While both surveys gather similar data fields, such as household size, income, and education levels, the methodology used to gather this data is different. It is advisable to consider ACS data an estimate only.

### Population and Demographics

In 2016, the estimated population of the Village of Kalkaska was 2,162 according to the American Community Survey (ACS) by the United States Census. The Village holds the most concentrated population density in the County, at over 800 people per square mile. By comparison, Kalkaska County’s population density is approximately 30 people per square mile on average.

Different populations, in terms of age, education level, and household income, have different needs and interests. As such, when planning for the Village’s future policy, activities, and public facilities, the community’s demographic growth trends are important factors to consider.

### Age and Household Characteristics

As the baby boomers—the America’s second largest demographic group—reaches retirement age, the nation’s population as a whole increases in age. Because of its desirability as a retirement destination for many residents, this trend is exacerbated in the Village of Kalkaska, where the population tends to be older than state or national averages. The median age of Kalkaska County is 42.9 years old, compared to the median age statewide of 39.5 years.

As Table 1 demonstrates, the Village experienced increases in all age ranges 75 years and over between 2010-2016. The same is true for age cohorts 45-54 and 60-64 years. There were simultaneous decreases of those aged 20-44, with accompanying shifts in household size and type. Children under 5 years of age increased in population while children between 5-9 years decreased.

rate than the state (27%).

### Education

Educational attainment provides an important context when considering the capabilities of the local workforce and economic vitality of the community. The educational attainment of the population plays a role in determining the types of industries or business that may choose to locate in the community.

#### Individuals with High School Degree:

- State of MI: 89.9%
- Grand Traverse County: 94.5%
- Antrim County: 90.7%
- Missaukee County: 87.7%
- Kalkaska County: 86.6%
- **Village of Kalkaska: 86.6%**

According to the 2015 ACS, just over nearly 87% of Village of Kalkaska residents have finished high school, while approximately 7% of residents have attained a bachelor’s degree or higher—a lower

### Race

The majority of the Village’s population—about 90% according to the 2015 ACS—is white. The remaining population is composed as follows:

- Asian 4.1%
- Black/African American 3.7%
- American Indian/Alaska Native 2.5%
- Native Hawaiian/Pacific Islander 2.4%

### Income and Poverty Levels

According to the 2015 ACS, the median income of the Village is lower than the State and surrounding counties.

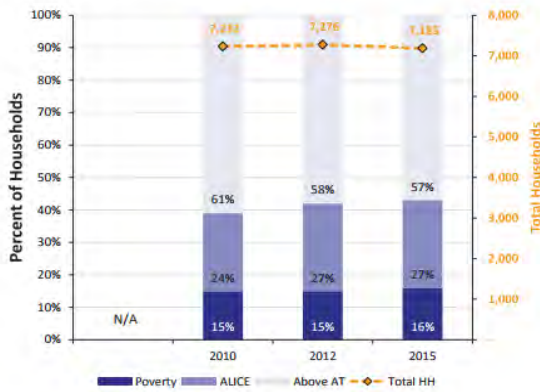
#### Median Household Income:

- State of MI: \$49,576
- Grand Traverse County: \$52,950
- Antrim County: \$46,845
- Missaukee County: \$41,098

**Table1: Change in Village of Kalkaska Age Cohorts, 2010-2016 (Source: US Census)**

Age Cohort	2010 Population	2016 Population	Change	% Change
Under 5 years	113	174	61	54%
5 to 9 years	65	85	20	- 31%
10 to 14 years	139	134	- 5	- 4%
15 to 19 years	114	174	60	53%
20 to 24 years	122	83	-39	-32%
25 to 34 years	406	256	-150	-37%
35 to 44 years	341	266	- 75	- 22%
45 to 54 years	270	301	31	11%
55 to 59 years	190	175	-15	-8%
60 to 64 years	142	154	12	8%
65 to 74 years	182	163	-19	-10%
75 to 84 years	72	146	74	103%
85 years &over	44	51	7	16%
Total	2,200	2,162	-38	-2%

Households by Income. 2007 to 2015



Kalkaska County Households by Income  
The United Way ALICE Report, 2015

Kalkaska County: \$40,534

**Village of Kalkaska: \$30,208**

County-wide, the United Way of Northwest Michigan estimated in 2015 that 16% of Kalkaska households are living below the federal poverty line and 27% of households are considered Asset Limited, Income Constrained, Employed (ALICE). ALICE households are those which earn more than the federal poverty level but less than the basic cost of living. For more information, visit the United Way of Northern Michigan website.

**Housing**

Like the Northwest Michigan region as a whole, the Village is experiencing changes in housing demand and shortages of a range of housing choices—particularly rentals—that are impacting businesses, schools, and community vitality. Small homes (under 1,000 square feet), rentals, or multi-family housing units consistent with single-family development—otherwise known as the “missing middle”—are all becoming more important in meeting the needs of the workforce, an aging population, small households, young professionals, and families. Without them, employers struggle to hire qualified new workers, including

professional staff; and schools lose out on new students.

While incomes are lower in the Village of Kalkaska than region– and state-wide , housing values are closer to household incomes, creating greater affordability.

The median home value in the Village according to the 2015 ACS was \$77,300, and median monthly rent was \$601—values that are lower than neighboring communities and the state, resulting in relative housing affordability when compared to the surrounding region.

Median Home Value:

State of MI:	\$122,400
Grand Traverse County:	\$167,900
Antrim County:	\$140,700
Missaukee County:	\$103,200
Kalkaska County:	\$98,300
<b>Village of Kalkaska:</b>	<b>\$77,300</b>

However, significant gaps between income and housing value create affordability issues. To be considered “affordable” housing, residents should spend 30% or less of their household income on housing costs. When households pay over 30% of their income for housing, they are considered cost overburdened, a situation that increases the risk of foreclosure or homelessness.

In the Village of Kalkaska, almost 28% of homeowners spend more than 30% of their household income on housing costs. This figure is more severe for renters in the Village with approximately 42% of renters considered cost overburdened.

According to the US Census, there were about 1,075 housing units within the Village of Kalkaska in 2016, most of which are single-family detached

homes. The Village’s occupied housing stock is split nearly 50/50 between owner-occupied and renter-occupied homes—a significant variation from county, regional, national levels of occupancy. County-wide, about 83% of occupied housing units are owner-occupied, while the number regionally was about 68%.

About 13% of the Village’s housing stock in 2016 was classified as vacant; 24% of those vacant housing units were for seasonal or recreational use.

**Workforce**

A regional labor shortage and skills gap is impacting Kalkaska businesses: declining numbers of young people and families, increasing number of retiring employees, and barriers to employment are all contributing to challenges reported by businesses in finding qualified employees with the right skills and work ethic. In 2015, half of respondents in a business questionnaire conducted by Networks Northwest indicated that the labor shortage or skills gap was one of the biggest issues facing Kalkaska area businesses.

Michigan has lost hundreds of thousands of manufacturing jobs since 2000. Because of the state’s traditional reliance on manufacturing employment, these job losses have created a long-lasting recession with enormous repercussions, and have created unemployment rates that have persistently been the highest in the country for the last several years.

Unemployment Rate:

State of MI:	4.5%
Grand Traverse County:	3.6%
Missaukee County:	4.8%
Antrim County:	5.3%
Kalkaska County:	5.5%

**Business and Industry**

Located amidst a wealth of valuable natural resources—including oil, gas, timber, and agriculture—with ready access to sewer, water, broadband, natural gas, industrial property, multi-modal transportation pathways, the Village is strategically positioned for growth. The Village is considered a local retail hub, drawing shoppers and visitors from surrounding communities; and its central location and industrial assets represent important opportunities for Kalkaska to develop a logistics or supply chain niche.

Industry has traditionally been the economic foundation of Kalkaska. However, changes in the global economy have resulted in a major loss of manufacturing jobs throughout the State. The Village is no exception, with a decline in manufacturing employment and a drop in industrial development.

According to businesses participating in a 2015 survey, key factors impacting business growth and relocation include a labor shortage; the size of the



**Businesses in downtown Kalkaska.**

area’s customer base; competition from nearby communities; and a need for more businesses within the Village that would complement the existing commercial and industrial mix—particularly full-service restaurants, light industry and manufacturing, pubs/breweries, and heavy industry/manufacturing.

### **Recreation and Trails**

Recreation is a major economic driver in lower northwest Michigan, and particularly Kalkaska. Hunting, fishing, snowmobiling, biking, hiking, horseback riding, boating and other outdoor events draw visitors, new residents, and businesses to the region, increasing regional earnings, spending, and new investment. And, new workers often choose to locate in areas with opportunities for and access to recreation, making recreation an important strategy for talent or workforce attraction and retention.

Recreation in Kalkaska is a vast untapped resource in terms of economic development potential. Studies report that the economic impact of recreation is related to the length of visitors’ stays and overnight visits: the longer people remain in an area, the more they spend. However, with limited options for hotels, dining, or downtown entertainment, Kalkaska misses important opportunities to capture additional revenue from visitors and tourists in town for events, trails, fishing, and hunting.

This is reflected in arts, entertainment, and recreation earnings that are well below average for Northwest Michigan counties. And, while nearly half of the County’s land is publicly owned, public investments and state grants in locally-maintained recreation amenities have historically been limited.

### **Placemaking**

“Placemaking” refers to community improvement strategies and initiatives that result in vibrant, safe, and friendly places that are cherished by both residents and visitors. It builds on a community’s unique assets—including its history, natural resources, or public spaces and buildings. It prioritizes the “livability” and vibrancy of a place, which depend on factors like walkability, social events, entertainment options, gathering spaces, and the unique character or sense of place created by historic buildings, natural resources, or scenic vistas.

In the 2015 business survey, when asked how the Village of Kalkaska should recruit new business, “improving community aesthetics” was the most popular response from businesses. As community aesthetics and other placemaking characteristics become ever-more important factors in drawing the residents, skilled workers, and businesses needed for economic development, placemaking represents an increasingly important activity for communities like Kalkaska— especially along the Village’s main corridors, M-72 and US-131.

Impressions of these highly-traveled corridors shape the perception of visitors and others traveling through or to the Village, and they currently feature high traffic volumes, auto-oriented development, and some deteriorating properties that detract from the walkability and aesthetics of the Village as a whole. To enhance Kalkaska’s livability, new development and improvements must use placemaking principles to create vibrant, safe, walkable, and attractive community spaces.

### **Governance and Capacity**

Local governments play powerful roles in econom-



ic development, especially in activities related to infrastructure and placemaking. With support from Village and Downtown Development Authority staff and partner agencies, Kalkaska has been proactive in building the capacity of the Village Brownfield Redevelopment Authority, engaging partners like the Kalkaska County Economic Development Corporation, recruiting new businesses and developers, developing and enhancing assets like trails, restoring downtown buildings, and improving streetscapes to enhance the safety and appearance of the downtown.

However, the Village operates on a limited budget with many competing priorities and little funding for the planning and implementation needed to accommodate growth and investment: additional dollars and capacity could help to implement innovative projects and development opportunities.

### Marketing

In today’s economy, competition for workers, visitors, residents, and businesses is fierce. Many battles for these new residents, visitors, and businesses are fought and won with marketing and promotion: promoting a positive identity and desirable place-based assets can draw visitors and new residents to a community—and with them, new investment.

To be a competitive destination for tourism and business, Kalkaska must set itself apart from other communities with a positive identity. While much work remains to be done to enhance and package them effectively, Kalkaska has enormous assets that can be leveraged and marketed for business, residents, and tourism.

To date, many of those assets have been under-recognized or overshadowed by the “big-ticket,”

highly-publicized nearby destinations like Traverse City and Petoskey. When considering how, where, what, and when to market, it will be important to recognize that, while there are many valuable opportunities to capitalize on their proximity, Kalkaska is not any of these destinations—nor should it be.

Marketing should celebrate and promote Kalkaska’s own unique assets, image, and opportunities to a clear target audience. Collaborative marketing efforts between multiple agencies, such as the Village of Kalkaska, DDA, County, and Library, will be the most compelling and effective.



Village and DDA staff meet with other neighboring communities along US-131 to discuss marketing.

# Chapter 2: Natural Resources

---

## Introduction

The natural resources in and surrounding the Village of Kalkaska are some of its most important strategic assets. Kalkaska County boasts nearly 300,000 acres of forest—much of it protected—along 86 lakes and over 270 miles of rivers or streams, and one of Michigan’s most successful oil-producing basins. These resources are key to Kalkaska’s economic prosperity and quality of life, and both residents and visitors take advantage of the wide range of recreation opportunities available in the forests, lakes, and streams surrounding the Village.

To ensure the continued and enhanced quality of these resources, it will be important to balance community development needs with environmental considerations. The benefits of such a balance are increasingly being quantified in economic, public safety, health, and social measures. Environmental quality and protection can enhance economic development efforts. Energy efficiency reduces the costs of products and services, while the preservation of existing natural systems can reduce infrastructure costs through low-impact design technique. The preservation of quality natural features also increases the value of developed properties and acts as a draw for new residents and visitors.

This Chapter will discuss natural resource and green infrastructure systems within the Village, to provide context for planning and future development that considers overall environmental quality.

## Topography

Kalkaska County is located over a geological formation known as the Salina-Niagaran reef, an important oil producing basin. The county’s topography includes hills, plains, and upland plains with elevations ranging from 590—1300 feet above sea level, with hills and ridges along the eastern section of the County.

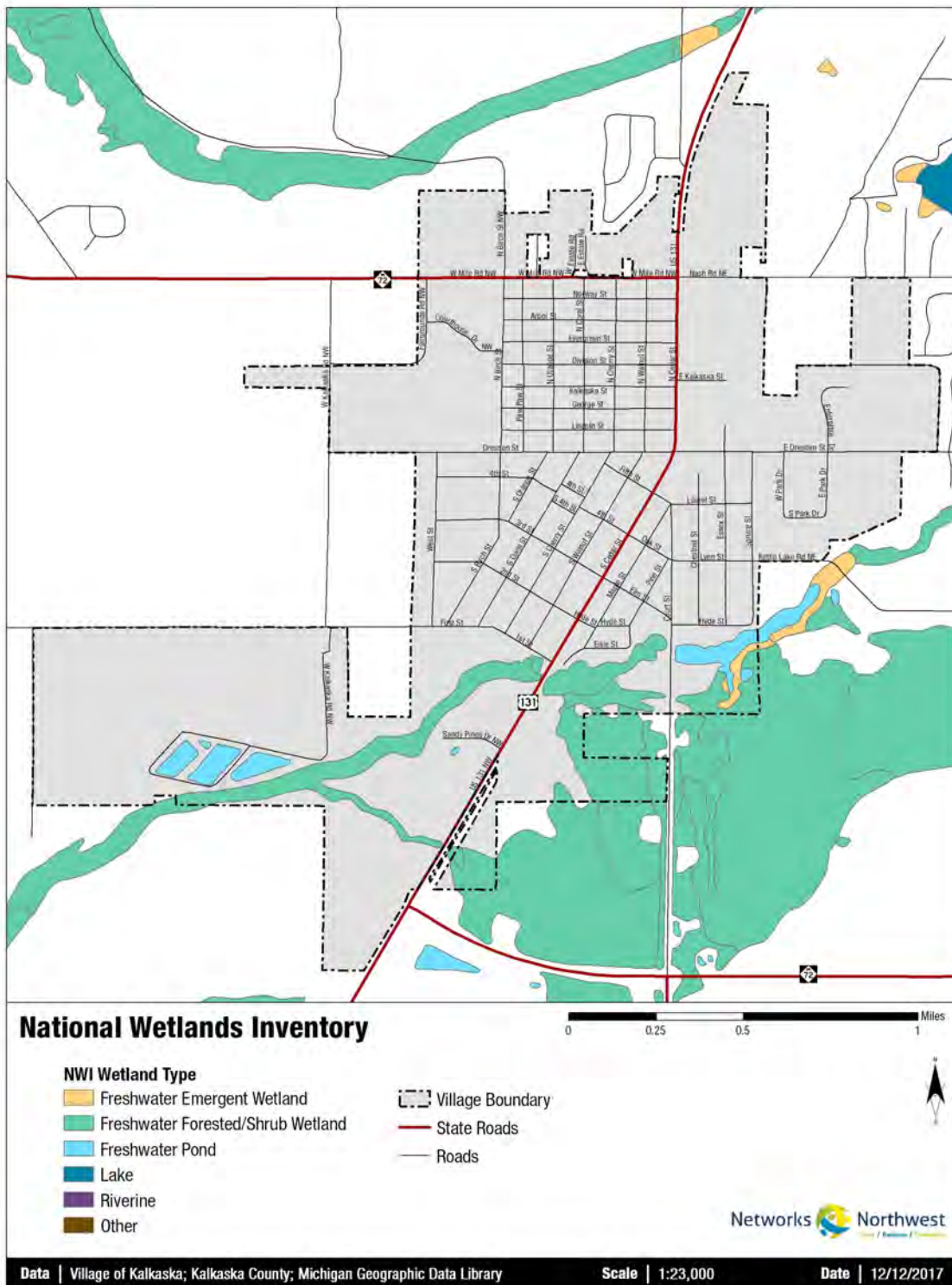
## Boardman River

The Boardman River is one of the greatest assets of the Village, County, and region. Considered one of Michigan’s top 10 trout streams, it is a major driver for tourism and recreation and is the focus of the community’s annual Trout Festival. The Boardman River watershed spans 295 square miles and drains approximately 182,800 acres of land through 175 miles of river and stream tributaries. It is the largest tributary to the West Arm of Grand Traverse Bay and provides about 30% of the surface flow to Grand Traverse Bay. Downstream of US-131, the Boardman River is classified under the state’s Natural Rivers Program as “Wild & Scenic.”

The north branch of the Boardman River flows through the heart of the village. This branch begins less than 10 miles northeast of the village in the Mahan Swamp. As it makes its way to the village, the flow is slowed by a small dam that forms a shallow mill-pond that warms up during the hot summer months.

## Wetlands and Floodplains

Wetlands—often called marshes, swamps, or



bogs—are areas where water is found, either on or near the surface, at any time during the year. These areas are invaluable natural resources for a variety of factors: they offer important wildlife habitat, along with opportunities for recreation such as fishing, hunting, boating, and birdwatching. They improve water quality by removing and sequestering excess nutrients and sediments found in rivers and streams; and reduce potential for floods by acting as natural “sponges,” slowing down flood and storm waters. About 28 acres of wetlands are located along the Boardman River and are designated as potential flood-prone areas.

### **Soils**

Kalkaska Sands are the predominant soil type within the Village. These soils drain well and filter water very effectively, and, according to the 2009 WQAP, the predominance of this soil type in the County is largely responsible for the remarkable water quality of lakes and rivers nearby.

### **Green Infrastructure**

The term “green infrastructure” is used to refer to a large variety of ecosystems and landscape features—such as forests, farms, wetlands, and wildlife habitat—that are connected within a continuous network.

Green infrastructure provides a variety of community benefits. Because greenway spaces like trails and natural areas are often seen as more valued amenities by residents than even golf courses or swimming pools, green infrastructure can increase the value of nearby property, with corresponding increases in tax revenues. Further, continuous systems of forests, wetlands, and other open areas reduce the risk of flooding by controlling stormwater runoff, and provide protection from storm

damage and erosion in coastal areas. Green infrastructure systems also provide invaluable wildlife habitat and foster ecological diversity.

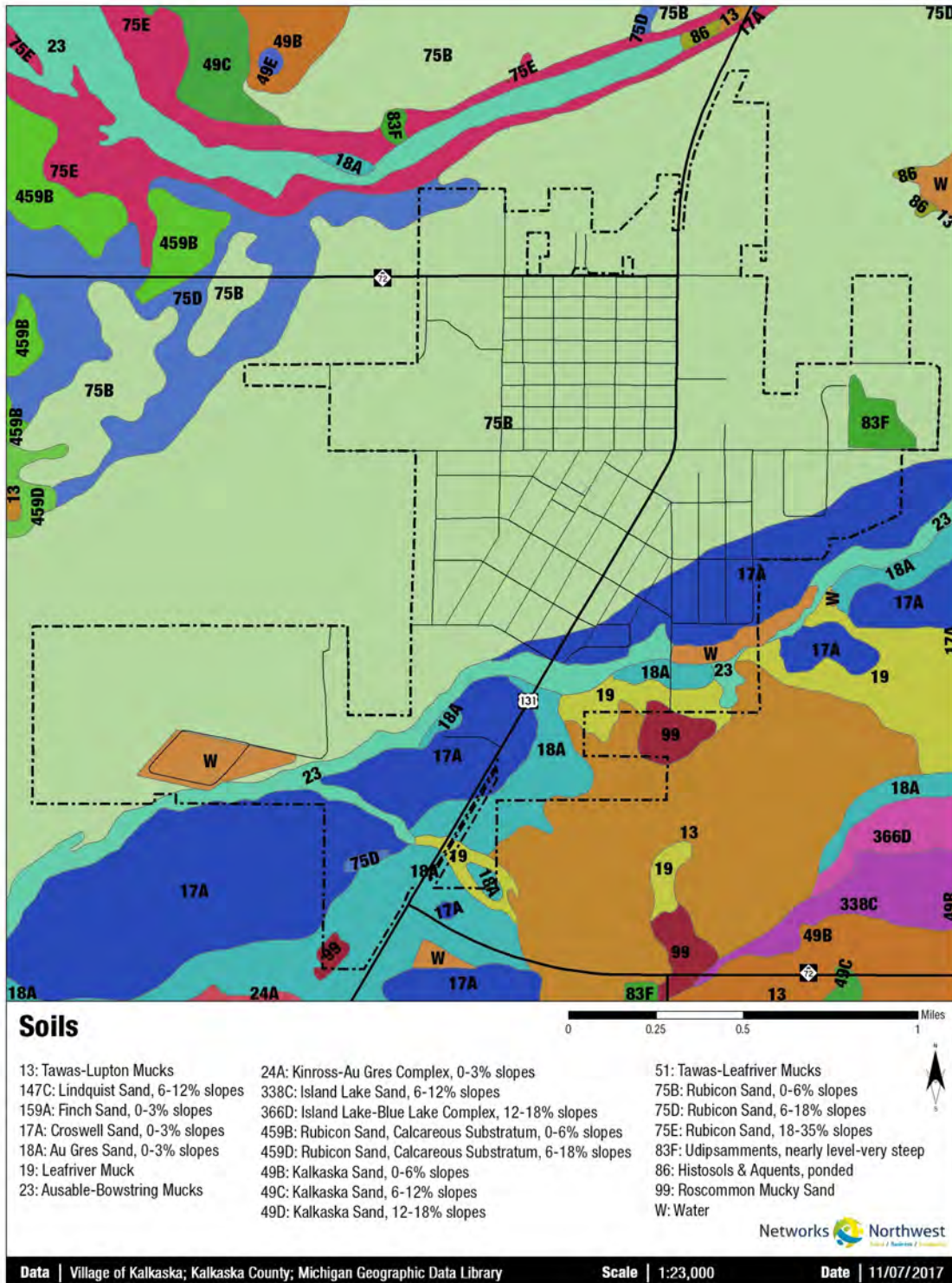
Natural features provide significantly more benefits if they are maintained in larger units, such as a complex system of woodlands, wetlands, rivers, and streams. Larger, connected systems—often referred to as green infrastructure systems—are more successful at maintaining ecological diversity and integrity.

Open space and forestland cover 40% of the Village’s land area. About 353 acres of forested areas and 28 acres of wetlands are found in the Village. Along the boundaries of the Village, forestland generally connects with larger tracts of forest, much of it within the Pere Marquette State Forest.

### **Brownfields**

Brownfields are properties that are known, suspected, or perceived to be contaminated. Often, the presence or even perception of pollution or contamination on a site works to discourage investment or redevelopment of the site, leading to blight and subsequent decline in property values for the site and surrounding properties. Incentives available through the state’s brownfield redevelopment program—such as tax credits, revolving loans, and grants—help developers remove contamination and put the property back into productive use.

Brownfield cleanup and redevelopment can have tremendous impacts for the community by addressing issues such as groundwater and soil contamination, and by allowing the redevelopment of the property. This redevelopment often works as a catalyst for new investment in the surrounding neighborhood, ultimately resulting in higher prop-



erty values and tax revenues, along with new business opportunities.

The Village of Kaskaska operates a 5-member Brownfield Redevelopment Authority Board to promote and facilitate the reuse and redevelopment of environmentally impaired properties.

Primary functions of the Board include:

- Facilitate the redevelopment of environmentally-contaminated and under-utilized properties located within the Village.
- Oversee the process of reviewing, approving, and management of Brownfield Plans and work plans for site redevelopment.
- Redevelop contaminated sites to reduce development pressure on green spaces.

# Chapter 3: Transportation

---

## Introduction

Kalkaska's transportation assets have helped drive the community's development patterns and economy. Railroads historically provided context for development and growth. Easy access to three state highways has since spurred a great deal of commercial and industrial growth, and has become one of the Village's defining features and economic foundations.

Also within the Village are the foundations of nonmotorized transportation infrastructure that can offer increased mobility to jobs, services, and shopping for those parts of the community that can't or don't drive due to age or disability. Nearby trail networks offer opportunities both for recreation and for connections with other communities and parts of the state.

These transportation networks—including air, rail, roadways, bicycle, and pedestrian systems—are some of the most basic elements of the community. Effective, connected, intermodal transportation networks move goods, people and services, and provide connections and access to the region, the state, and beyond.

When planning for future transportation needs, it is vital to consider a diverse range of users—including residents of all ages and incomes, commuters, and visitors—as well as commercial and industrial needs. This Chapter will analyze the existing transportation network within Kalkaska.

## Transportation Inventory

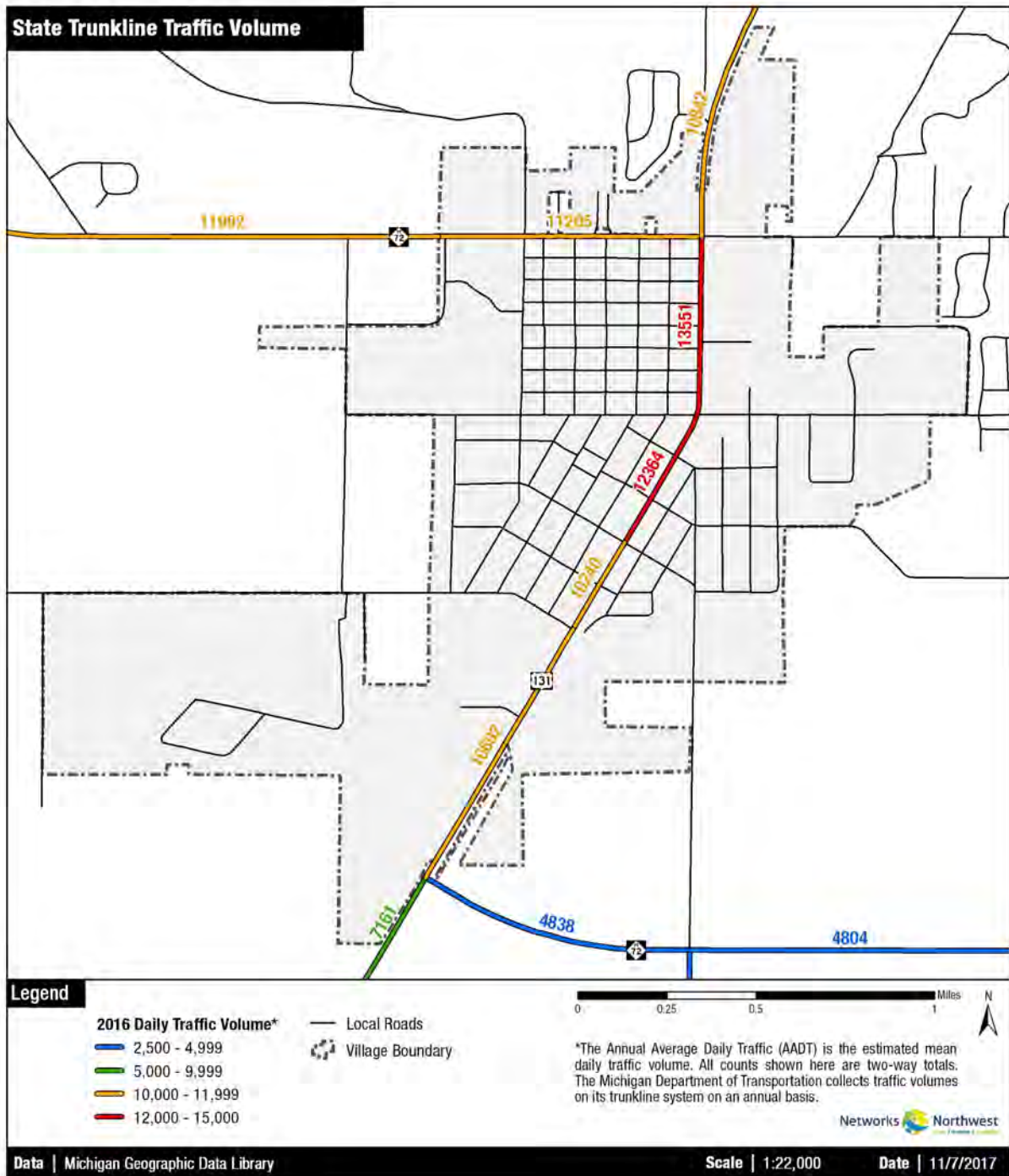
### Village Streets

The primary means of transportation for most of Kalkaska's residents is the automobile. Kalkaska's street system is made up of 18.8 miles of roads, most of which are maintained by the Village.

The design and patterns of Village roads, right-of-way widths, and building setbacks have changed over time. Most Village streets are laid out in a grid pattern that is common to most older urban communities, with minor roads running parallel to the major thoroughfares (M-72 and US-131). Streets are set at right angles from one another and are more or less evenly spaced, a pattern that reflects the historic period of Kalkaska's establishment. Different street patterns can be found in the Village's more newly developed areas.

### Complete Streets

The term "complete streets" refers to roadways that are designed and operated for all users, including pedestrians, bicyclists, motorists, and public transit users. Public Act 135 of 2010 defined Complete Streets as "roadways planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle." The Michigan Department of Transportation has a Complete Streets Policy and completed a Complete Streets Implementation Plan. The Village of Kalkaska may also adopt a complete streets resolution or ordinance to promote the consideration of complete streets for the transportation system.





**Highways**

Freight mobility and access are essential to Kalkaska’s economy, which sees significant revenues from the “supply chain” sector. These functions are primarily served by the two major highways that run through the Village, providing important access and mobility for residents, visitors, commerce and industry:

- **US-131:** A major interstate trunk line from the Indiana state line to Petoskey, US-131 runs in a north-south direction through the Village of Kalkaska, providing direct connections with Boyne City and Petoskey to the north, and Cadillac and Grand Rapids to the south. The highway merges with M-72 and M-66 south of the Village, funneling a large volume of traffic through the Village’s downtown.
- **M-72:** M-72 is an east-west State highway that enters the Village by connecting with 131 at the southern Village limits; then turning west off of US-131 at the north end of the village. M-72 provides access to Traverse City to the west, and Grayling to the east.
- **M-66:** M-66 is a north-south state trunk line that runs from the Indiana state line to Charlevoix. The highway intersects with M-72 south of the Village and merges with US 131 to Mancelona.

**Transit**

Public transit is most frequently used by four groups: those with low incomes, seniors, individuals with disabilities, and households with limited access to vehicles. The Village’s public transit needs are served by the Kalkaska Public Transit Authority (KPTA), a public authority. Established in 1984, it receives funding from state and federal sources along with county tax revenues. KPTA pro-

vides fixed route service to Traverse City and dial-a-ride service within Kalkaska County. KPTA also provides some fixed-route service for schools.

Transit needs are also served to some extent by the Northwest Michigan Community Action Agency and other organizations offer that offer ride-shares or health rides to provide transportation to eligible customers.

**Air and Rail**

Rail in northern Michigan was once the dominant form of shipping and some long-distance travel. Though there has also been increasing interest from the public within the region and statewide in enhancing the state’s capacity for passenger rail service, rail is used in Kalkaska to serve industrial freight needs at this time.

The Kalkaska Village Airport is located in the southwest corner of the Village, off Island Lake Road, and is owned and operated by the Village. The airport includes a 3,800 foot paved runway that runs from northwest to southeast. The facility is not attended on a regular basis, nor does it have amenities found at larger airports (i.e. beacons, lookout towers, fuel services, etc.). Nevertheless, the airport provides an important service for area industries and tourists who use the facility for light aircraft landings.



*Village of Kalkaska Airport Runway*

# Chapter 4: Existing Land Use

---

## Introduction

An understanding of existing land use patterns is required to ensure that any future development or redevelopment is compatible with the Village's existing character, environmental features, community needs, and vision and goals. The Master Plan addresses land use through analysis and recommendations portrayed through several types of maps and descriptions :

- The **existing land use map and descriptions** identify the current, "on the ground," uses of properties within the Village, regardless of what is permitted by zoning or recommended by the Master Plan.
- **Zoning** identifies the permitted land uses for development and redevelopment for each geographic area in the Village. The zoning map shows what is allowed to occur legally on a parcel-by-parcel basis, regardless of the current existing use for that parcel.
- The **future land use map and descriptions** identify the preferred patterns of development and redevelopment, and are based on the goals and objectives of the community, as identified in the planning process. The future land use map is not intended to be parcel specific; future land use recommendations are intended be used as a long-range (20+ years), general guide for development patterns. Desired results are not expected to occur in the near future. Future land use map and district descriptions are found in Chapter 6, Vision, Goals, and

Objectives.

To provide a context for future land use decisions, this chapter includes descriptions of existing land use and neighborhood types found in the Village, as well as issues and opportunities that have been identified for each use.

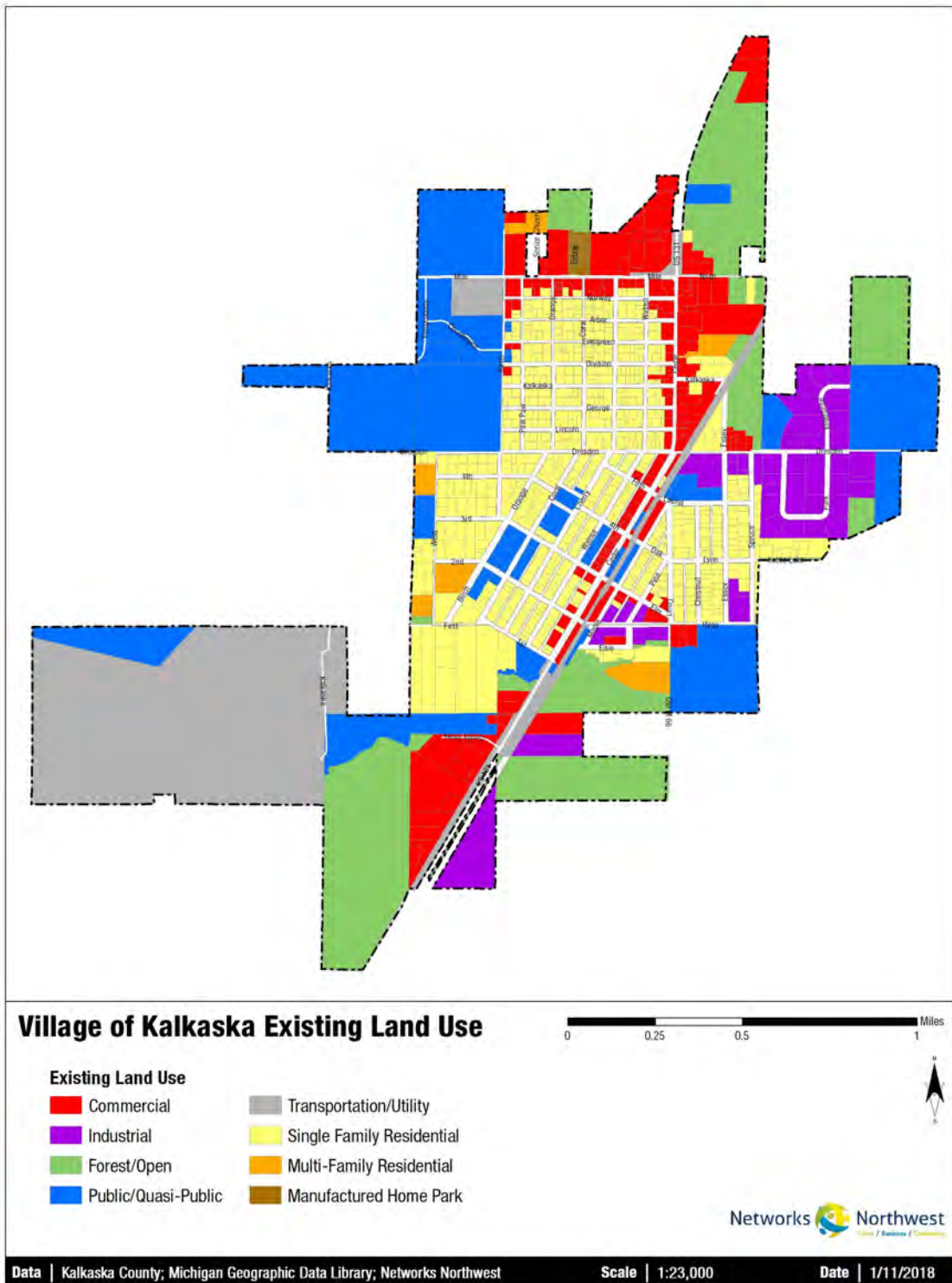
## Residential

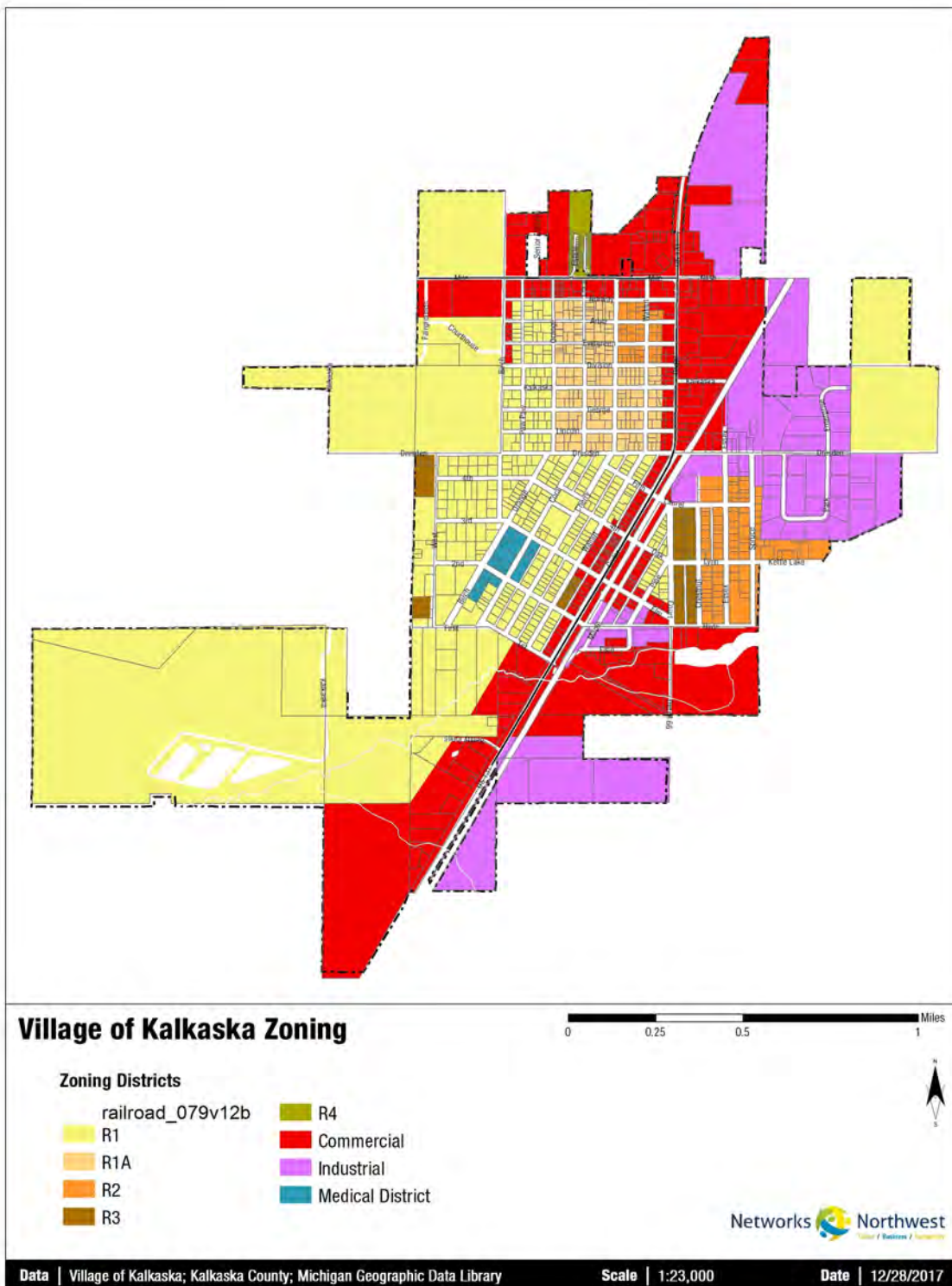
About one-fifth of Kalkaska's land is categorized as residential, making it the second largest land use category following open space/forested land. Kalkaska's neighborhoods are laid out in a typical grid pattern and include a mix of attached and detached single family homes, manufactured homes, and historic homes, with wide variation in lot sizes. The majority of Kalkaska's residential land use is centrally located within the Village, although some single-family and multi-family housing is mixed with other uses along the US-131 corridor.

The Village's residential areas are located within close proximity to schools, with accompanying amenities such as playgrounds and social activities. Most residential areas are also accessible to services and shopping opportunities, on walkable streets with low traffic volumes. Neighborhoods are a short distance from forested areas or open space.

## Residential Zoning

There are three residential zoning districts within the Village, to provide for a variety of sizes, types, densities of housing. Minimum lots sizes range from 1,500 to 9,600 square feet.





Uses vary by district but include single family homes, multi-family developments, and accessory uses, along with some special uses such as churches.

**Housing Stock**

Kalkaska’s housing stock represents a variety of types, ages, designs, and lot sizes, including:

- **Single Family Residential:** The majority of the Village’s housing stock consists of single-family homes, most of which is located in traditional grid-pattern neighborhoods.
- **Mobile Homes:** A mobile home park is located on the north end of the Village; manufactured homes or mobile homes are also located on single lots in neighborhoods throughout the Village.
- **Multi-Family Residential:** Kalkaska has a relatively large stock of multi-family housing, which is located throughout the community. The largest multi-family development is Sandy Pines, which includes 50 affordable housing units and is located in the southwestern portion of the Village.

**Commercial**

Commercial land use makes up about one-fifth Kalkaska's land area, nearly equal to residential uses in terms of coverage of land area. Not only do commercial uses cover a significant amount of the Village’s area, but the range of commercial activities is broad as well—including restaurants, fast-food establishments, grocery stores, farmers markets, gas stations, office space, and various other general retail and supply establishments.

The number and variety of commercial uses in

Kalkaska are due to the high levels of traffic passing through the Village; the location of the Village and general lack of nearby commercial competition; and the increase of population occurring during seasonal periods. Further, Village and DDA have worked to retain existing businesses, while creating opportunities for new ones. These factors have resulted in a commercial base somewhat greater than communities of similar size.

A large majority of the Village’s commercial uses are located on the US-131 and M-72 corridors. The original commercial district was located in the heart of the downtown along US-131, generally between First and Fifth Streets. The commercial areas that have grown along the US-131 and M-72 corridors are representative of auto-oriented highway commercial throughout the country with large parking lots, few pedestrian amenities, and minimal landscaping. Building styles generally lack façade treatments or variations. Because of their locations, these areas serve as the visual gateway



Most of Kalkaska’s housing stock consists of single-family homes

to the Village and are responsible for the first impression that most visitors get upon entering the Village.

**Commercial Zoning**

The commercial zoning district allows for a variety of uses, including residential, retail, professional services, offices, and lodging, both by right and by special use permit.

**Commercial Neighborhoods**

The Village has several distinct commercial neighborhoods, including:

- **M-72 North:** M-72 North serves as the western gateway to the Village, with commercial establishments increasing in number near the intersection of US-131. The Cherry Street Market, one of the Village’s “destination shopping” establishments, is located in this area of the Village.

- **US-131:** The downtown gives way to strip commercial development at both its northern and southern edges. Commercial establishments along US-131 include a variety of restaurants, offices, light industry, , gas stations, hotels/motels, and other uses. Intensity is highest near the downtown, with density decreasing as US-131 reaches the Village limits.

- **Neighborhood Commercial:** Some historically commercial or industrial buildings are located in or adjacent to residential neighborhoods. Most such uses are nonconforming due to current zoning restrictions that limit commercial uses in residential neighborhoods.

- **Downtown:** Downtown, the historic center of the Village, includes a mix of uses and is discussed in detail on the following pages.



The US-131 and M-72 corridors are the visual “gateways” into the Village

**Downtown**

Kalkaska's "core downtown" is located along the US131 corridor (Cedar Street), between First and Dresden Streets, with the greatest amount of traditional downtown design characteristics located in the blocks between Third and Fifth Streets. These blocks include the local historical museum, Railroad Square, and the highly visible National Trout Memorial—a village icon that is regularly photographed by tourists and used in local promotional materials.

The character of the core downtown is distinctly unique when compared to the area's other commercial sectors, with design elements in-

cluding:

- **Pedestrian-orientation.** A network of sidewalks link individual storefronts, and tie the downtown to nearby public parking areas and residential neighborhoods.
- **Building design.** A large percentage of downtown buildings are historic, and many are constructed of a common-wall design. Two-story buildings with large front windows for display purposes are common. Most of the buildings are situated in very close proximity to US-131, separated from the adjoining street by a wide sidewalk. The majority of two-story historic buildings are located on the east side of 131.
- **Streetscapes.** Amenities, including period lighting, landscape, walkway improvements, and associated design elements contribute to the appeal of the downtown.
- **Parking.** On-street, curb-side, parking is available, along with municipal parking in the rear of some buildings.

Pass-through traffic is a critical element within the downtown. The link to Traverse City—M-72—is positioned near the north limits of the village, while the link to Grayling and Gaylord is found near the south Village limits. As such, motorists must travel through the downtown, via US-131, to reach either link. This means that, in addition to permanent residents—who provide the year-round base of the Village’s commercial clientele—and the seasonal population, the downtown’s vitality has historically been linked to the transient market generated by pass-through traffic. This market includes peo-

ple visiting the area on a short term basis for vacationing, fishing, hunting, business, and other activities, and is particularly important to local restaurants, gas stations, convenience markets, recreational vehicle sales and servicing, motels and hotels, and other commercial operations frequented by transient travelers.

### **Downtown Zoning**

Kalkaska’s core downtown area is primarily zoned commercial and industrial. The commercial zoning district allows for a wide variety of uses, including residential, retail, professional services, office, and lodging, both by right and by special use permit. The industrial zoning district also allows a wide variety of uses, including wholesale activities, warehouses, repair operations, manufacturing, utilities, and excavating businesses, both by right and under special use permit.



The Annual Trout Festival parade takes place every year in downtown Kalkaska

### Industrial

The Village of Kalkaska relies heavily on its industrial base for employment and economic stability. There are about 157 acres of industrial development in Kalkaska, most of which is found within or near an industrial park along Dresden Street at the east end of town. The Kalkaska Enterprise Industrial Park, as it is known, is a 55 acre site containing a variety of light industrial, trucking and service uses. Additionally, there are four other separate pockets of industrial areas, all located east of the Penn Central Railroad. Although many of these industrial sites are located adjacent to the railroad, its use of the railroad for distribution of materials is minimal.

### Industrial Zoning

The Industrial District allows a wide variety of commercial and industrial uses, including



Rail crossing in the Village.

wholesale activities, warehouses, repair operations, manufacturing, utilities, and excavating businesses, both by right and under special use permit.

### Community Facilities and Services

Community facilities and services, also known as public/quasi-public uses, include the government buildings, hospital, churches, library, recreation, and sewer and water facilities. In many instances, these non-residential uses are closely aligned with residential areas, and are often considered to be part of the neighborhood.

Community facilities and services play an important role in the Village’s economy and vitality. They provide jobs and serve educational, health, recreational, and government needs of the Village and County, attract new and expanded businesses, and broaden cultural opportunities. In order to continue to accomplish these objectives, they will need to change over time. And, the quality of these services and facilities is linked inextricably with the Village’s quality of life— and with the ability to successfully conduct business within the Village. It is imperative to ensure that these facilities have the resources and space needed to fulfill their vital community functions.

Community facilities within the Village include the following properties and/or resources:

- **Village Property:** The Village owns a number of properties, including the Village offices (200 Hyde Street), airport, parks, industrial park lots, and open land.
- **Sewer and Water:** The Village’s waste



treatment facility was upgraded in 2006, and sewer upgraded in 2016, to meet future demand and treatment requirements. Municipal water is obtained through a series of underground wells, which are governed by well-head protection programs to ensure water quality. These facilities are located to the southeast of the airport.

- **Utilities:** Electrical power is provided by DTE Energy and natural gas is provided by Consumers Energy. Cable television service is available through Charter Communications. Broadband internet is available Village-wide.
- **Kalkaska County Offices:** The County administrative offices and court facilities are located on Birch Street on the west side of the Village.
- **Kalkaska County Library:** The Kalkaska Library, located in the downtown, provides important functions for community civic activities, resource provision, and access to

information and technology.

- **Hospital:** The Kalkaska Memorial Health Center, located on Coral Street in the Village, offers local care for primary and urgent medical needs. On-site services include emergency care, dialysis, acute care, adult day services, assisted living, general surgery, outpatient clinics, long-term care, respite care, a teen health corner, and a walk-in/urgent care clinic.
- **Schools:** The Kalkaska Elementary School, Middle School, and High School are located within Kalkaska's village limits. The schools are currently undergoing extensive renovations and improvements.
- **Recreation Facilities:** A variety of parks and recreation facilities are located throughout the Village. See the Kalkaska Village Recreation Plan for more details.



Kalkaska County Library

# Chapter 5: Planning Process and Public Input

The Village Master Plan plan was developed as part of a larger community planning process initiated in 2016 by the DDA, Village of Kalkaska, Library, and Kalkaska County. The goal of this partnership endeavor was to update the create the Library plan and update the DDA plan, County Recreation Plan, Village of Kalkaska Recreation Plan, and Village of Kalkaska Master Plan. The intention of updating all five of these plans via one process was to provide a collaborative and cohesive planning process, where all agencies involved participated on one “Kalkaska Planning Committee” and together had the opportunity to obtain public input, evaluate goals and objectives, and align their respective future visions as a unified team.

While the planning and public input processes were conducted concurrently, the data, analysis, and public input used to update and develop this Plan was collected and prepared to address issues and opportunities specific to downtown improvements in the development

district. To provide guidance and oversight on the plan development, representatives from local government, natural resources agencies, local business owners, Kalkaska Memorial Health Center, and members of the public were invited to participate in a Village-focused work group in addition to the regular “Kalkaska Planning Committee” meetings. Networks Northwest also met with Village representatives and staff at various stages in the process to share updates and develop Village-specific plan content.

## Public Input

Public input was critical to this planning process, and two successful input opportunities were organized by the Kalkaska Planning Committee (not including the public hearing). First, a public forum and visioning session, Speak Up Kalkaska!, was held at the Kalkaska High School Auditorium on February 1, 2017. Over 150 people attended. The event kicked off with a presentation to attendees regarding the collaborative planning process, and representatives from each of the agencies spoke. Following the presentation was an interactive community forum where participants visited stations and asked questions that they voted on with sticky dots and shared comments. Second, an online survey was made available following the event. The questionnaire was widely publicized online, and over two hundred and sixty-four (264) responses were received.

The portion of the survey dedicated to Village-specific topics included four questions regarding community priorities and needs. These are



Panelists at the “Speak Up Kalkaska!” public input event in the High School auditorium

detailed below (bolded responses indicate the most popular response):

(1) What types of housing do you feel should be highest priority for the Village?

- **Single-family residential**
- **Subsidized/low-income housing**
- **Multi-family residential**
- Senior living
- Tiny/Cottage housing

(2) Which economic sectors do you feel should be highest priority for the Village?

- **Commercial/retail**
- **Medical**
- **Tech-based**
- Hospitality
- Renewable energy
- Light industrial
- Industrial
- Agricultural

(3) How can the Village compete at the state and global level to attract and retain business/industry?

The most common responses suggested marketing Kalkaska’s strengths to nearby and downstate audiences to attract new business, providing some sort of tax relief or similar incentive, improving Village aesthetics via blight removal and/or redevelopment, and encouraging increased collaboration between the Village, neighboring units of government, and existing residents/businesses.

(4) What area of the zoning code should be addressed to improve the aesthetics and sustainability of the Village?

- **Improve walking/biking along Village**

**streets**

- **Enhance Village appearance through blight ordinance**
- **Promote historic architecture through a historic overlay district**
- Enact commercial signage standards that make sense
- Encourage multi-use development through form-based zoning
- Brownfield redevelopment sites

Complete survey summaries and responses are included in Attachment 1.

### Guiding Principles

In addition to utilizing public input and community data to review and update the Village goals and objectives, the Village work group applied the “Guiding Principles” established by the Kalkaska Planning Committee. The “Guiding Principles” were intended to provide a means of consistently evaluating and prioritizing the goals and objectives identified in each of the five plans. The “Guiding



Kalkaska community stakeholders provide feedback at the “Speak Up Kalkaska!” public input event

Principles” include:

**Purposeful** – The objective is relevant to the agency evaluating it and the agency can make significant change in this area.

**Public Supports** – The objective is important to the public, based on the results of Speak Up Kalkaska!, follow-up survey, and previous planning processes.

**Public Safety** – The objective supports, enhances, and protects public safety.

**Economic Driver** – The objective supports new and existing jobs and business.

**Sustainability** – The objective can be achieved utilizing existing capacity and resources, which can be reasonably maintained over its lifetime.

**Compatibility** – The objective supports the other agencies’ goals/objectives.

Participants were asked to review prior plans and public input in order to best evaluate the existing goals and objectives and make recommendations regarding the future priorities of the Library. This exercise reaffirmed the relevance and importance of collaboration among the partnering agencies, as the working groups concluded that the vast majority of goals and objectives supported, or were at least relevant to, each of the “Guiding Principles.” See Attachment 2 for the complete evaluation.

**Plan Review**

The Planning Commission reviewed the draft plan at their \_\_\_\_\_ meeting, and agreed to send the draft to the Village Council. The Village Council

reviewed the draft plan at their \_\_\_\_\_ meeting, and agreed to release the draft plan for public review and schedule a public hearing. Notice was posted in \_\_\_\_\_ indicating that copies of the draft plan were available online at the Networks Northwest website, as well as at the \_\_\_\_\_ offices. Copies were also made available at other public offices throughout the County. Comments were received from \_\_\_\_\_ to \_\_\_\_\_.

**Public Hearing & Adoption**

Following the 63-day public review period, the Planning Commission held a public hearing on \_\_\_\_\_ to obtain additional public input and to review and discuss comments received during the 63 day review period. The Planning Commission approved the plan on \_\_\_\_\_ and forwarded the plan to the Village Council for their approval. The Village Council approved/did not approve the plan at their \_\_\_\_\_ regular meeting. See Attachment 3 for the approval documents.

# Chapter 6: Vision, Goals, and Objectives

---

The vision, goals, objectives, and action strategies are intended to guide future decisions about Library development in a manner that reflects the community's values and priorities. These goals were developed based on review of existing conditions and input from:

- 2017 Kalkaska Community Survey
- 2017 Speak Up Kalkaska! Community Forum
- 2016 Kalkaska and US-131 Economic Development Strategies
- Input from the Kalkaska Community Planning Committee—including representation from the Village, County Parks and Recreation, Library, and DDA
- Input from Village representatives and staff

The “Guiding Principles” (see Chapter 5 Planning Process and Public Input and Attachment 2) were also used in reviewing and updating the DDA goals and objectives. Part of this exercise included reviewing local, County, and regional plans to ensure that the goals, objectives, and actions are aligned with other community goals and priorities.

## Vision

in partnership with the Village of Kalkaska, Kalkaska DDA, Kalkaska County, and the public, the Library affirmed the following collective vision for Kalkaska, titled “Kalkaska Tomorrow”:

## Definitions

- **Vision** is the preferred future , and serves as the basis for planning goals and objectives.
- **Goals** provide general direction and serve as a description of the desired future. They address issues and specific needs, but are broad in scope.
- **Objectives** are a means of achieving goals, and are attainable.
- **Action Strategies** set forth the specifics necessary to accomplish objectives. One action might be used to accomplish multiple objectives; or an objective might require multiple actions.

### ***Kalkaska Tomorrow***

- Kalkaska is a recreation paradise. High-quality, well-maintained, and well-promoted opportunities for snowmobiling, hunting, hiking, fishing, biking, birding, and draw more new visitors, businesses, and residents to Kalkaska. New and existing hotels, restaurants and brew pubs, a downtown theater, and outdoor and sporting shops cater to recreation-oriented residents and visitors.
- Kalkaska is a regional manufacturing hub. Its location, infrastructure, and easy access to rail and highways all support jobs and businesses in manufacturing, warehousing and storage, food processing, and other industrial opportunities.
- Kalkaska is a thriving, safe, healthy, and economical place to live and do business. An attractive and vibrant downtown, great schools, quality health care, walkable and bikable streets, diverse housing choices, and unique dining and shopping opportunities attract new residents, development, business, and visitors.

### **Goals**

The goals and objectives of the Village include these areas of focus:

1. Economic Development
2. Community-wide Planning
3. Natural Resources
4. Residential
5. General Commercial
6. Downtown
7. Community Facilities and Services
8. Transportation
9. Industrial

These are the focus areas in which the Village's capacity, resources, and experience can be most effectively leveraged to support the Kalkaska Tomorrow collective vision.

## ECONOMIC DEVELOPMENT

**Goal: Encourage and support an innovative, entrepreneurial environment, encourage business investment, and increase employment opportunities.**

**Objective Provide flexible and efficient regulatory environment.**

- Actions**
- Work with the MEDC and DDA to obtain Redevelopment Ready Certification.
  - Review zoning ordinance to identify opportunities for streamlining development/zoning review procedures.

**Objective Provide flexible, responsive, and high quality public services.**

- Actions**
- Provide greater coordination and representation between the Village, DDA, and business community.
  - Encourage participation in the Brownfield Redevelopment Authority to take advantage of tax incentives available for development or redevelopment.
  - Consider regional, intergovernmental, or nonprofit partnerships to enhance service provision.

**Objective Plan for and support innovative business and industrial development.**

- Actions**
- Provide and maintain affordable and accessible high-tech infrastructure.
  - Promote existing revolving loan fund opportunities to make capital available to emerging enterprises.

**Objective Develop and retain a skilled and knowledgeable workforce.**

- Actions**
- Attract population growth through promotion of Village assets.
  - Support efforts of, and investigate linkages with, regional entities to provide workforce development, training, and education that enhance technical and entrepreneurial skills of Kalkaska’s workforce.

**Objective Strengthen and enhance Kalkaska’s sense of place, recreational opportunities, and quality of life.**

- Actions**
- Encourage and support downtown revitalization and beautification efforts, including streetscape enhancements, wayfinding, and façade improvements
  - Encourage and support improvements to Kalkaska’s “gateway” commercial corridors.
  - Enhance walkability and bikability by providing for safe, well-connected networks of sidewalks and trails.
  - Encourage redevelopment of vacant or abandoned buildings or properties through brownfield or other incentives.
  - Encourage new residential, commercial, and industrial development that is well-designed and enhances Kalkaska’s unique community character.
  - Work with Chamber and other partners to promote recreation opportunities, festivals, and community events.
  - Develop consistent recreation– or natural resources-oriented signage, streetscape amenities, or public art installments that serve as a brand for the Village.
  - Support and promote community events and arts opportunities

## COMMUNITY –WIDE PLANNING

**Goal: Encourage balanced land use patterns and design that meet the needs of existing and future land uses, while improving and maintaining Kalkaska’s sense of place.**

**Objective Establish growth patterns that meet existing and future needs.**

- Actions**
- Evaluate, and if appropriate, implement zoning strategies that provide flexibility in use to encourage reuse of vacant buildings or properties.
  - Provide opportunities for mixed use developments.
  - Coordinate growth and development with available infrastructure.
  - Plan for higher density development in areas with adequate access to services.

**Objective Encourage high-quality development and design.**

- Actions**
- Encourage consideration of underground utilities.
  - Provide educational opportunities on design issues and programs that support high-quality design or building improvements.
  - Encourage new developments to incorporate non-motorized connections to adjacent neighborhoods, parks, services, and other parts of the community.



## NATURAL RESOURCES

**Goal: Protect and promote Kalkaska’s natural features and recreational resources for purposes of enhancing the local quality of life and encouraging increased tourism and development.**

**Objective Preserve and enhance natural areas such as wetlands, floodplains, and woodland areas.**

- Actions**
- Implement a conservation (greenbelt) corridor (overlay zone) for the Boardman River throughout the Village. Require all new projects to consider/respect the corridor as part of site planning design and development.
  - Consider partnerships with community stakeholders to implement and maintain a tree planting program throughout the Village oriented to the right-of-way of public streets (non-traveled portion).
  - Identify sensitive natural features or high-quality environments that should be protected and preserved.
  - Consider tree and natural vegetation protection in the site plan review process.
  - Consider zoning incentives for preservation of natural features or open space within green infrastructure network.
  - Protect vegetative buffers or greenbelts around water resources.

**Objective Maintain and protect water quality.**

- Actions**
- Provide for flexibility in road design standards and surfacing to accommodate phased development while reducing impervious surface coverage.
  - Consider zoning changes to establish impervious surface coverage maximums for driveways, parking lots, sidewalks, and roads, as well as incentives to encourage shared driveways/ parking lots and the use of pervious surfaces.
  - Continue implementation of the well-head protection program.
  - **Continue to** evaluate possibilities for storm water collection systems or alternatives.

## RESIDENTIAL

**Goal: Provide for a range of housing opportunities consistent with the needs of Village residents. In doing so, maintain the integrity of existing residential neighborhoods.**

**Objective Provide opportunity for a range of housing types, sizes, and densities.**

- Actions**
- Encourage high-quality housing infill development in existing, stable, residential areas.
  - Consider zoning amendments to allow smaller homes.
  - Continue to provide for residential uses in commercial districts.

**Objective Ensure new housing development is well designed and compatible with existing neighborhoods.**

- Actions**
- Consider the creation and implementation of site design standards (e.g. lot sizes, setbacks, building orientation, etc.).
  - Evaluate, and if appropriate, implement zoning strategies, including form-based zoning, as means to ensure quality design.
  - Orient high density development, such as apartments and manufactured home parks, to locations possessing: a) public utilities; b) ready access to major streets; and, c) parcels of sufficient size to accommodate on-site vehicular circulation and parking, surface water detention, and like facilities.
  - Encourage use of the Planned Unit Development technique for mixed-use housing projects and for residential projects proposed for location in areas considered environmentally sensitive or unique.
  - Continue administration of subdivision/condominium regulations.
  - Ensure that new housing developments provide non-motorized pathways/connections to schools, jobs, shopping, services, and recreation.

**Objective Improve the quality of existing housing stock.**

- Actions**
- Maintain fair and reasonable, yet aggressive, property maintenance inspection efforts.
  - Review staffing and administration to ensure regular enforcement of existing regulations.
  - Work with community partners to provide and promote housing rehabilitation programs and incentives.

## GENERAL COMMERCIAL

**Goal: Capitalize on the Village's geographic position and potential to serve as a regional market place and logistics hub.**

**Objective Encourage and support well-designed and well-planned “gateway” commercial development.**

- Actions**
- Consider zoning changes that would create at least two distinct commercial sectors along the M-72 and US-131 corridor, with the first sector encompassing the core area of the Village's downtown, and the second including commercial corridors located along US-131, north and south of the downtown, and along both stretches of M-72.
  - Consider corridor planning initiatives for commercial areas along M-72 and US-131.

**Objective Improve the quality, appearance, and access of commercial development.**

- Actions**
- Encourage access management as a recommended best practice throughout the village.
  - Encourage/implement streetscapes, landscaping, wayfinding, and non-motorized connections that create a strong sense of place and enhanced walkability/bikability in commercial areas.
  - Encourage walkable or bikable features in new commercial developments

**Objective Encourage reuse and redevelopment of vacant or underutilized buildings and lots.**

- Actions**
- Provide redevelopment incentives through the brownfield redevelopment authority

## DOWNTOWN

**Goal: Create an attractive, pedestrian friendly, economically healthy commercial area with a strong sense of place.**

**Objective Encourage, promote, and support a variety of core uses and services in the downtown.**

- Actions**
- Retain and improve existing public and quasi-public uses in the downtown area, such as the museum and Library.
  - Work with the DDA to implement the Framework for Growth and Investment in Kalkaska and resulting strategic plan and priorities.
  - Make downtown a focal point of events and festivals.
  - Encourage/implement streetscape enhancements, pavilions, downtown events, and a mix of businesses that draw activity to the downtown.

**Objective Address traffic, parking and pedestrian issues to encourage safe access for all users and encourage downtown activity.**

- Actions**
- Consider streetscape treatments, building improvements, wayfinding elements, and other placemaking strategies for the parking lot and alley to the west of the downtown.
  - In partnership with MDOT and community stakeholders, investigate traffic calming measures for US 131 to address traffic and pedestrian concerns.
  - Encourage and promote use of municipal parking lot through advertising and signage.
  - Address aesthetics, traffic flow, and access issues in the municipal parking lot.

**Objective Improve and maintain the unique, historic character of the downtown.**

- Actions**
- Evaluate and consider implementation of zoning changes to encourage development or redevelopment to be consistent with historic downtown character.
  - Enhance streetscapes with public art and landscaping.
  - Improve facades and aesthetics of community buildings.
  - Support or promote façade improvement incentives and programs (for both front and rear of buildings).
  - Preserve and enhance anchor institutions or buildings at critical locations.
  - Incorporate attractive, consistent signage as part of a wayfinding program that will help visitors navigate through downtown.
  - Work with community partners such as schools and volunteer groups to implement placemaking strategies .

## COMMUNITY FACILITIES AND SERVICES

**Goal: Provide cost-effective, efficient services and facilities that adequately meet the community's existing and future needs .**

**Objective Maintain and improve existing community buildings and facilities.**

- Actions**
- Improve public building facades.
  - Improve and promote Village web presence.
  - Work with other community organizations to address improvement or expansion needs.

**Objective Any areas of the Village suitable for development shall be served by sanitary sewer and public water supplies.**

- Actions**
- Continue to develop a system of asset management and best practices for infrastructure including water, sewer, and roads.
  - Areas to be potentially annexed or served through a Cooperative Services Agreement should be carefully examined to ensure that the provision of utility services is based on a financial remuneration program consistent with meeting Village costs for the supply of such services.
  - Maintain the Well-Head Protection Program to help ensure safe and reliable sources of ground water for municipal purposes.
  - Ensure water and sewer systems are self-supporting, through annual ongoing reviews of connection fees and operation and maintenance charges.
  - Prepare a capital improvements plan for annual review and adoption, to address community facilities including the airport, sewer, water, and community buildings.
  - Periodically conduct sewer and water rate and connection fee studies. Adjust fees to reflect

## TRANSPORTATION

**Goal: Provide a safe, efficient and balanced transportation network.**

**Objective All areas of the Village suitable for development shall be served by a high quality, all-season, network of streets, highways, and non-motorized transportation systems.**

- Actions**
- Maintain and improve the existing road system to provide for traffic flow that is safe and efficient for all users, including vehicle/truck traffic, pedestrians, bicyclists, and others.
  - Implement and maintain placemaking, and streetscape elements along the entire US-131 and M72 routes.
  - Work with the Kalkaska Memorial Hospital to address transportation needs, traffic patterns, and parking needs and goals through measures such as street linkages.
  - Consider street design, access management practices, and construction standards that provide for safe and efficient traffic flow while ensuring flexibility for road designs and paving surfaces based on expected traffic patterns.
  - Work with MDOT to develop and implement traffic calming measures in commercial areas on M-72 and US-131.
  - Continue implementation of the Asset Management program to ensure streets are well-maintained.

**Objective Provide a balanced, multi-modal transportation system that provides safety and efficiency for all users.**

- Actions**
- Evaluate impacts and, if appropriate, consider implementation of a Complete Streets policy or ordinance.
  - Work with other transportation stakeholders to ensure a full range of multi-modal transportation options.
  - Investigate the need for additional sidewalks and trails linking residential neighborhoods with high use nodes such as schools, governmental offices, parks, and retail centers.
  - Consider complete streets objectives in design standards and zoning changes.

## INDUSTRIAL

**Goal: Promote continued industrial development in the Village.**

**Objective** Encourage a variety of industrial uses and activities, particularly those related to high-tech or innovative new economy industries.

- Actions**
- Consider brownfield tax incentives to encourage redevelopment/reuse of industrial sites as appropriate.
  - Evaluate and consider implementation of planning standards for industrial development that provide flexibility while ensuring quality site planning.
  - Encourage and support industrial expansion on public and private property.
  - Orient future industrial development to industrial parks or areas specifically planned, zoned, and designed (e.g. served by public utilities and adequate roadways) for industrial use. Avoid placing industrial uses in non-industrial locations.

# Chapter 7: Future Land Use

---

## Introduction

The Future Land Use Map and district descriptions translate the Plan's goals, objectives, and action statements into future land use policy. Future land use district boundaries and recommendations are based on existing land use, environmental conditions, social and economic characteristics, and community goals and objectives.

The map and district descriptions identify desired future land use development patterns and approximate locations for each district. The map is not intended to be parcel-specific and as such does not reflect the precise boundaries or dimensions of future development. Rather, the Future Land Use Map is a long range guide that describes the intended character of the Village's neighborhoods and districts, and portrays a general land use arrangement.

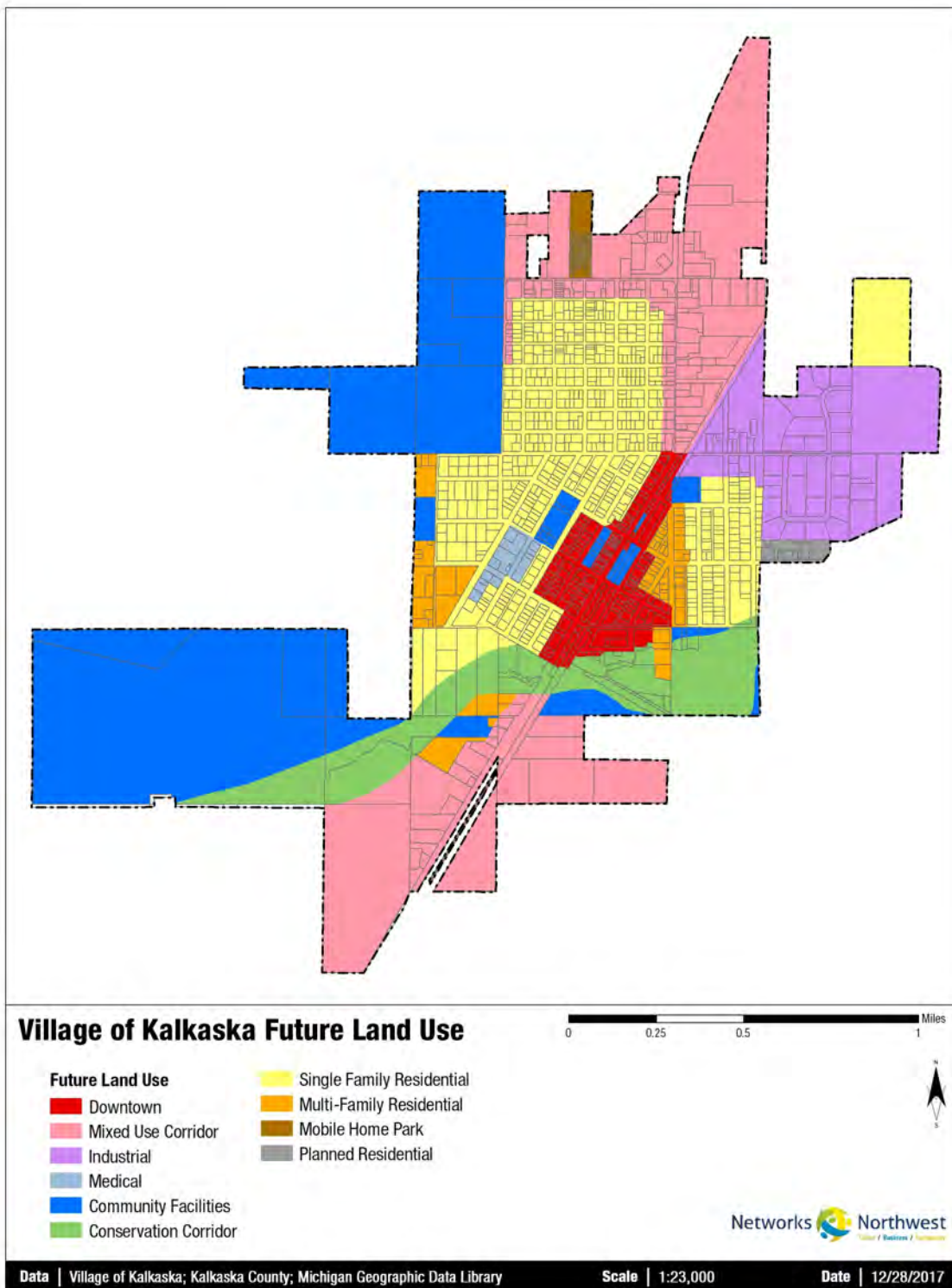
The map and descriptions included in this chapter are intended to ensure that existing land uses can continue while allowing for well-planned growth and investment that protects and enhances local assets. As such, the Future Land Use Map and district descriptions will serve as a guide for the Village, residents, property owners, developers, and other stakeholders when considering new policies, current issues, land use and zoning decisions, public improvements, and community investments.

## Future Land Use and Zoning Maps

The Future Land Use Map and Zoning Ordinance are closely related, but not interchangeable, community land use policies. The Master Plan is a guide for land use 20 or more years into the future; the Zoning Ordinance regulates the use of land in the present. The Master Plan is not a binding, legal document; the Zoning Ordinance is a law.

It's important to note that some future land use classifications may be the same as the existing zoning for that area, while in some cases the recommended future land use is different from the existing zoning or use. This means that in some cases, to use a property for a use as identified in the Future Land Use Map, re-zonings or zoning text amendments may be necessary. However, the Future Land Use Map does not, in and of itself, change the existing zoning in an area. A property owner must use the property as it is currently zoned. Changes to zoning are subject to an application and review process that provides for legal review, Planning Commission and Village Council action, and numerous opportunities for public comment.





## Single Family Residential

### Existing Conditions

The Single Family Residential category reflects a range of low to medium density single family residential areas, most of which is located in or near the central portion of the Village. Homes are generally of a detached design in a variety of architectural styles including traditional nineteenth-century design, single-level mid-20th-century homes, and mobile homes. Most homes are located on small to medium sized lots with access to sidewalks that are connected to other neighborhoods or land use districts. Some non-residential uses currently exist in this district.

### Recommended Future Land Use

The intent of this district is to preserve the single-family residential character of existing neighborhoods while offering a range of housing types, prices, and sizes. New single-family residential development should be compatible with historic development patterns and styles, and should be well-connected to adjacent neighborhoods, commercial districts, and services via sidewalks and trailways. This district recognizes that some non-residential uses in this district provide important services, employment, and recreation opportunities to residents. Accessory uses, home occupations, and two-family dwellings may be appropriate if the use is ancillary to single family residential, if they support the needs and functions of the neighborhood (i.e. parks, churches, schools, daycares, etc), and do not detract from the residential character of the neighborhood. Any non-residential uses must limit impacts such as

traffic volumes, lighting, and signage.

## Multiple Family Residential

### Existing Conditions

The Multiple Family Residential district includes existing moderate- to high-density residential development located throughout the Village, such as apartments, condominiums, congregate care facilities, senior/elder care housing, and other residential developments. The district includes additional acreage to allow for additional multi-family housing opportunities in areas adjacent to existing multi-family developments, services, and shopping.

### Recommended Future Land Use

The intent of this district is to ensure a wide range of housing choices in the Village for all ages, household sizes, and income levels. Multiple-family residential development may be appropriate in other districts as well—



Apartment Complex

particularly the Downtown and Mixed-Use Corridor Districts—but the Multiple Family Residential category accommodates existing multiple-family development and provides opportunities for future multi-family developments. Some mixed-use, non-residential elements may be appropriate, provided they support or are accessory to the primary residential character, and impacts relative to traffic volume, lighting, and parking are minimized.

New higher density or multiple family residential developments should be located on existing sewer and water infrastructure, and should be well-connected with other residential neighborhoods, services, transit, shopping, and recreation opportunities

## **Planned Residential**

### **Existing Conditions**

The Planned Residential category includes undeveloped forested and open land—including some Boardman River frontage—located to the west of existing residential and industrial areas. A planned unit development (PUD) was approved for the property in 2006, but the area currently remains undeveloped.

### **Recommended Future Land Use**

It is the intent of this district to accommodate demand for housing options with a more rural or suburban character, with low- to moderate densities and lot sizes. Future development on this property should be primarily residential in use, but may include some commercial development that serves residential needs. Development should provide for both vehicular and

non-motorized connections with surrounding neighborhoods and other parts of the community. Best practices for site design, including open space conservation, non-motorized connections, and environmentally sensitive development patterns, should be considered.

Because the property is currently regulated under PUD provisions, it is expected that large scale future development in this district will be conducted through a PUD or site planning process. However, small scale single-family residential development is permitted and encouraged. Some zoning amendments may be necessary to provide for property splits that accommodate smaller scale development.

## **Downtown**

### **Existing Conditions**

The Downtown district includes the traditional commercial area in the center of the Village, and extends along 131 from 1st Street through Dresden. It includes a mix of retail, service, and residential uses, and is distinguished by its pedestrian orientation, historic building character, and minimal front and side setbacks.

### **Recommended Future Land Use**

The Downtown is the focal point of the Village, and the intent for this district is to enhance its existing character and attributes to further develop a vibrant, distinct, pedestrian-friendly downtown. A mix of retail, service, entertainment, public, and residential uses is appropriate, and events and community-focused activities such as festivals and outdoor markets are

encouraged. Uses that provide basic goods or services for residents and visitors are encouraged.

District boundaries extend slightly beyond the primary frontage along US 131, in order to encourage a mix of uses nearby that support the downtown.

Development or redevelopment should be compatible with historic building patterns and designs. Streetscapes should include attractive street furniture, public art, mature street trees, landscaping, and wayfinding signage, in order to provide visual interest, promote a pedestrian orientation, and highlight downtown attractions. A consistent theme or brand for the downtown should be explored, as a means to promote the community's assets. These and other placemaking activities should extend through the downtown and include the municipal parking lot on the western edge of the district.

**Mixed-Use Corridor**

**Existing Conditions**

The Mixed-Use Corridor includes the existing commercial and residential uses primarily located along or near the M-72 and US-131 Corridors. These areas are typically more automobile oriented, with high-traffic volumes and a mix of uses, including a mobile home park, recreation areas, and strip commercial development. Building designs typically lack façade treatments, with parking lots in the front or side.

**Recommended Future Land Use**

The intent of the Mixed-Use Corridor district is to accommodate and support existing commercial, residential, and industrial uses, while encouraging and promoting new business development and redevelopment. As the entry points into the Village, this district should reflect a high quality of design that is consistent with Kalkaska's unique character. Regulations should allow flexibility in use to encourage infill development and redevelopment, but should ensure that new development is well-connected in terms of design and pedestrian elements with the downtown and residential neighborhoods. Landscaping and streetscaping elements should promote pedestrian activity and connect the district with the downtown and adjacent neighborhoods. Parking best practices should be implemented to minimize impervious surfaces, as well as the amount of roadway frontage devoted to parking. Lots should be screened and/or located to the side



The Cherry Street Market is located along M-72 North.

or rear of buildings, and parking requirements relative to amount of parking should be flexible, with consideration given to the ability to use shared parking arrangements. Access management techniques should be used to promote safe and efficient traffic flow. Lighting shall be designed so as not to encroach on adjacent properties

## Industrial

### Existing Conditions

The Industrial category includes existing and planned industrial areas, including the Kalkaska Enterprise Industrial Park and adjacent industrial uses or areas. These locations are designed and built to accommodate the needs of modern industries.

### Recommended Future Land Use

The intent of this district is to encourage a variety of industrial development in the Enterprise Industrial Park and surrounding areas, including traditional industrial activities as well as high-technology, innovative uses such as research and development, light industry, business incubators, and supporting uses. This district includes a significant amount of vacant or underutilized industrial property with access to infrastructure—including infrastructure relating to emerging technologies—and opportunities for redevelopment. As such, the plan recommends focusing future industrial development in this district.

Development should be buffered from surrounding non-industrial uses. Best practices including natural landscaping and access man-

agement should be considered. As an employment center for the community, pedestrian/non-motorized connections should link the industrial district to residential and commercial neighborhoods. Transit should be accessible to the workforce

## Community Facilities and Services

### Existing Conditions

The Community Facilities and Services category includes uses of a public or semi-public character. Examples include the Village Airport, local schools, hospital, governmental facilities, public parks and playgrounds, and other public lands.

### Recommended Future Land Use

This district recognizes that community facilities provide invaluable opportunities for education, recreation, and transportation, and are a fundamental component of the community.



"Space to Grow" is the Village's tagline

The intent of this district is to accommodate existing uses and allow for expansion or enhancement of facilities to meet community needs.

New development patterns and design should be compatible with surrounding neighborhoods, with pedestrian connections to neighborhoods and commercial areas. Lighting shall be designed so as not to encroach on adjacent properties. Parking shall be screened from neighboring properties and/or located to the side or rear of buildings.

### Medical

#### Existing Conditions

The Medical district category encompasses existing medical uses, including Kalkaska Memorial Hospital, long-term care facilities, and the Stone House Educational Center. Some vacant or residential property is also included in this district to accommodate expansion or enhancement of medical uses.

#### Recommended Future Land Use

This district recognizes that medical uses provide



Village offices

critical health care services and employment opportunities. The intent of this district is to accommodate existing uses and allow for expansion or enhancement of medical facilities to meet community needs.

New development patterns and design should be compatible with surrounding neighborhoods, with pedestrian connections to neighborhoods and commercial areas. Uses permitted in this district include the hospital and related facilities, medical and dental offices, assisted living or long term care, and other medical uses. Lighting shall be designed so as not to encroach on adjacent properties. Parking shall be screened from neighboring properties and/or located to the side or rear of buildings.

### Conservation Corridor

#### Existing Conditions

The Conservation Corridor district extends along the Boardman River, and includes primarily undeveloped land and wetlands along the riverfront.

#### Recommended Future Land Use

The intent of the Conservation Corridor district is to provide for the recognition and protection of the Boardman River through creation of an overlay zone (in the Village Zoning Ordinance) calling for specific greenbelt and protective measures when developing along the river. Uses in this district are as permitted by underlying zoning, but those that preserve and enhance the important natural assets in the Conservation Corridor, including recreation and non-motorized trails, are encouraged.

# Chapter 8: Implementation

---

## Zoning Plan

Zoning has traditionally been the primary means of implementation for most master plans. Further, the Michigan Planning Enabling Act (PA 33 of 2008) requires the Master Plan to include a zoning plan, showing how land use categories on the future land use map relate to the zoning map. The Future Land Use Map and district descriptions act as the Village of Kalkaska Zoning Plan.

Many goals and objectives in the Master Plan can be addressed through continued administration and implementation of, or changes to, the Village Zoning Ordinance. The Village should review and evaluate existing regulations to determine where and if changes are needed to encourage or accommodate the desired intent of the future land use map. As part of this review, the Village should also explore the possibility of implementing more flexible and innovative regulations that allow the community to protect and preserve its most valued characteristics while allowing for new development and redevelopment.

## Planned Unit Developments

A planned unit development (PUD) is both a development type and regulatory process. PUDs provide some flexibility to property owners and developers by allowing developments that meet overall community goals—such as the provision of open space or affordable housing, high quality of site design, or environmental protection—without being subject to existing zoning requirements. Typically, a PUD is treated as a “floating zone,” and does not ap-

pear on the zoning map until a PUD is approved. Review procedures for PUDs include detailed standards that address community goals, site design, density requirements, and other factors, and provide multiple opportunities for public comment.

The Kalkaska Village Zoning Ordinance includes PUD provisions, and significant undeveloped acreage is currently regulated under a PUD. However, the Village should review the PUD ordinance to determine if changes or updates are necessary in order to allow for opportunities and flexibility for smaller scale developments.

## Rezoning and Conditional Rezoning

In many cases, current zoning allows for the use of properties in a way that is consistent with the intent of the Future Land Use Map. However, in some cases, re-zonings may be needed to allow for the intended uses or development types of the Future Land Use Map.

Conditional re-zoning is a technique permitted in Michigan which allows a property owner to voluntarily attach conditions to a rezoning request. These conditions restrict the development of the property to that scenario proposed by the applicant, and must be offered by the applicant—not imposed by the local government. This technique may be useful in circumstances where possible negative impacts to adjacent uses are a concern.

## Capital Improvements, Grants, and Spending

While many Village planning goals will be im-

plemented through zoning or other policies, some projects or objectives will require local expenditures. Because some expenses or improvements may be eligible for grant funding, the Village should pursue grant opportunities as appropriate. Other, non-grant funded spending needs will be addressed in the Village budget, which is adopted annually and addresses expenditures for facilities, maintenance, staffing, and other administrative functions.

To aid in the budgeting process, the Village should consider a capital improvements plan (CIP) that provides a blueprint for capital expenditures such as roads, utility improvements, parks, and heavy equipment. A five-year CIP is to be developed by the Planning Commission, and would act as a management tool for the Village budgeting and planning process, help achieve maximum effectiveness of tax revenues, encourage efficient administration, and aid in grant applications. The Plan en-

courages implementation of the CIP, one or more Planning Commission representatives should work with Village officials in developing annual Village budgets.

**Leadership and Public Input**

The Village Council is elected every four years to represent the community. Responsibilities include adopting plans and ordinances, setting tax rates, authorizing expenditures and borrowing, hiring administrative staff, providing oversight of public facilities, and other duties as necessary. The Council also appoints the Village Planning Commission, which is charged with development of plans and zoning ordinances , along with review of development proposals. Both elected and appointed leadership should attend regular training sessions on planning and zoning fundamentals, best practices, and emerging and innovative approaches to community development.



Village representatives and partners hold a groundbreaking ceremony for construction of improvements to the Village water and sewer infrastructure in 2017.



To ensure that the community is responsive to community and development needs while protecting the public health, safety, and welfare, the Village Council, Planning Commission, and staff should engage in regular, open communication with the community. Regular focus groups, public discussions, or other forum type opportunities should be considered as a means to continuously obtain input and feedback. Pre-development meetings with property owners or developers should be available and encouraged to clarify ordinance requirements and approval procedures.

### Partnerships and Citizen Engagement

While many of the plan's objectives may be addressed through Village policies, ordinances, or other regulations, many of the goals and objectives will require strong partnerships with community stakeholders.

The plan recommends pursuing partnerships with local service clubs, schools, nonprofits, regional agencies, and other levels of government. Partnerships broaden the scope of available grant dollars and other revenue, encourage citizen engagement in community activities, and enhance staff capacities and efficiencies. Possible partners may include:

- Kalkaska County and neighboring units of government
- Kalkaska Public Schools
- Kalkaska County Library
- Traverse Bay Intermediate School District
- Traverse City Area Chamber of Commerce and Kalkaska Advisory Committee
- Traverse Bay Area Economic Development Corporation
- Networks Northwest
- SEEDS
- Grand Traverse Regional Land Conservancy

- Northwest Michigan Community Action Agency
- Northwestern Michigan College
- Michigan State Housing Development Authority
- Michigan Department of Transportation
- Michigan Economic Development Corporation
- Grand Traverse Community Foundation
- Rotary Charities
- Kalkaska Commission on Aging

Partnerships with some of these organizations may provide volunteer capital to implement some small-scale community projects. Volunteer activities will be critical to building citizen engagement and community pride.

To ensure that partnerships are efficient and effective, the Village may wish to consider partnership agreements that clearly identify responsibilities, accountability, and length of commitment.

### Plan Updates

The Michigan Planning Enabling Act requires that all plans be reviewed, and updated if necessary, every 5 years. While comprehensive updates may not occur as often as every 5 years, regular review of the plan and its objectives will be important to ensure that the plan and related ordinances are effective, whether the goals and objectives are being addressed, whether the plan's policies are still relevant and appropriate, and which objectives remain to be addressed.

During the plan review, several objectives should be identified and prioritized as an implementation schedule, in order to help focus the Planning Commission's activity throughout the year.

# Attachments

---

To illustrate and support this Village of Kalkaska Master Plan, the following attachments are provided:

1. Public Input Report
2. Guiding Principles
3. Approval Documentation 2018

# Village of Kalkaska Master Plan 2017

## Public Input Report & Analysis

---

### Background

In 2017, the Village of Kalkaska, Kalkaska Downtown Development Authority (DDA), Kalkaska County, and Kalkaska County Library teamed up to plan collaboratively for the future vision of the Kalkaska community and the role each entity will play in making that vision a reality.

This process will result in the creation of a new Library Master Plan and updates to the existing Village Master Plan, Village Recreation Plan, DDA Plan, and County Recreation Plan.

### Public Input

These agencies offered several public input opportunities early in the planning process. On February 1, 2017, Speak Up Kalkaska!, a community input event, was hosted at the Kalkaska High School Auditorium. Nearly two hundred (200) residents, business owners, and other stakeholders attended the event and provided their feedback via four poster stations (one each for the Library Master Plan, Village Master Plan, DDA plan, and Village/County Recreation plans). Each poster contained a mix of multiple choice and open-ended questions. The multiple-choice questions were limited to the “top three” choices, to encourage participants to prioritize their values and discourage “all of the above” feedback.

Immediately following the event, on February 2, 2017, an electronic survey consisting of the same questions, was released via Survey Monkey by the agency staff and volunteers spearheading this process. Those individuals distributed the survey by email to their networks and hard copies were available at the Library building. The survey was available until March 24, 2017 and during that time two hundred and sixty-four (264) responses were received.<sup>1</sup>

The Library, Village, County, and DDA will use these input opportunities and resulting feedback to:

- Determine where and how to focus future activities
- Determine plan goals related to community priorities
- Encourage public participation in the community planning process

The following report summarizes the Village Master Plan community feedback with some background information on each question in order to aid in analysis. Complete event and online survey results are included as attachments to this document.

---

<sup>1</sup> It is possible that individuals who attended Speak Up Kalkaska! provided additional and/or repeat feedback via the distributed survey.

## **Introductory Note: Using the Survey Results**

When reviewing survey results, it's important to note that the questionnaire is not a statistically valid survey. Results must be balanced with additional data sources and dialogues, including committee discussion, focus groups, other forms of public input, and research and analysis. Further, survey responses are only one factor to consider when engaging in discussion and making decisions about plan content and goals, and as such should be evaluated in the perspective of the planning process as a whole: as a single dataset created at the beginning of the process, survey results will help to point the way towards additional research, input opportunities, and discussion throughout the process.

## **Demographics**

Demographic data is only available for the distributed survey responses. The Speak Up Kalkaska! event did not require attendants to provide demographic data before participating.

Of the two hundred and sixty-four (264) survey responses, fifty-three (53) respondents reside within the Village of Kalkaska, one hundred and sixty-seven (167) respondents reside within Kalkaska County (excluding the Village), and forty-four (44) respondents do not reside within the Village nor County.

Sixteen (16) respondents own a business within the Village and twenty-six (26) respondents own a business within the County (excluding the Village).

The results shown below will include all survey participants with additional analysis regarding the survey respondents who identified as residents and/or business owners within the Village of Kalkaska. All Speak Up Kalkaska! attendants are included in the analysis, as they were not required to identify their place of residency, etc. before providing feedback.

## **Village of Kalkaska Questions & Analysis**

In 2015, the Village identified priority areas to advance community and economic development in Kalkaska, based on the *US-131 Framework for Growth and Investment*, a regional economic development process and plan which included participation from Cadillac to Petoskey along the US-131 corridor. The priority areas identified are infrastructure, business and industry, placemaking, workforce development, recreation and trails, housing, marketing, and governance and capacity.

The Village questions asked participants to consider what types of housing are of highest priority in the Village, which economic sectors should be of highest priority, how the Village can compete to attract and retain business and industry, and how the zoning code should be addressed and implemented to improve the Village.

## **Question 1 – What type of housing do you feel should be highest priority? (Pick no more than 3)**

### ***Survey Results***

Two hundred and nine (209) participants responded to this question via the distributed survey. Those results are below:

1. Single-family residential (68%)
2. Subsidized/low-income housing (42%)
3. Multi-family residential (37%)
4. Senior living (35%)
5. Tiny/Cottage housing (23%)

Sixty-eight percent (68%) of respondents selected single-family housing, forty-two percent (42%) of respondents selected subsidized/low-income housing, and thirty-seven percent (37%) selected multi-family residential as a top three priority. Eighteen (18) “other” comments were submitted, three (3) of which referenced the need for apartment-style housing in Kalkaska and two (2) which indicated the need for homeless shelter facilities.

Village residents’ responses mirror this pattern but Village business owners’ responses vary slightly. Of the ten (10) Village business owners who responded to this question, seventy percent (70%) indicated single-family residential, fifty percent (50%) indicated multi-family residential, and fifty percent (50%) indicated senior living as highest priority. Thirty percent (30%) of business owners identified subsidized/low-income housing as a top three priority.

### ***Event Results***

Speak Up Kalkaska! attendants’ responses vary slightly from the survey responses, with senior living identified as a top three priority, rather than the subsidized/low-income housing. Of the one hundred and sixty-eight (168) votes provided for this question, thirty-seven percent (37%) were for single-family residential, sixteen percent (16%) for senior living and multi-family residential (tied). Subsidized/low-income housing closely followed, with fifteen percent (15%) of the votes.

See the attached results for the complete dataset.

## **Question 2 – Which economic sector do you feel should be highest priority for the Village? (Pick no more than 3)**

### ***Survey Results***

Two hundred and nine (209) participants responded to this question via the distributed survey. The results are below:

1. Commercial/Retail (49%)
2. Medical (36%)
3. Tech-based (33%)
4. Hospitality (32%)

5. Renewable energy (30%)
6. Light Industrial (29%)
7. Industrial (22%)
8. Agricultural (22%)

Village residents’ responses vary slightly from this pattern. Of the forty-four (44) Village residents who responded to this question, thirty-four percent (34%) selected industrial as a top three priority, after commercial/retail and medical. Tech-based was right behind that, with thirty percent (30%) of respondents selecting as a top three priority.

Village business owners’ responses vary significantly, in terms of the top economic sectors prioritized. Of the ten (10) Village business owners who responded to this question, sixty percent (60%) indicated tech-based, fifty percent (50%) indicated industrial, and forty percent (40%) indicated hospitality and medical (tied) as a top three priority.

***Event Results***

Speak Up Kalkaska! attendants’ responses are consistent with the survey results.

See the attached results for the complete dataset.

**Question 3 – How can the Village compete at the state and global level to attract and retain business/industry?**

***Survey Results***

Two hundred and nine (209) participants responded to this open-ended question.

The most common responses suggested marketing Kalkaska’s strengths to nearby and downstate audiences to attract new business, providing some sort of tax relief or similar incentive, improving Village aesthetics via blight removal and/or redevelopment, and encouraging increased collaboration between the Village, neighboring units of government, and existing residents/businesses. Text analysis of these responses indicates the most commonly used words/phrases as follows:

Cost Railroad Square Marketing Better Prices Improve Plan  
 Shop Lakes Kalkaska Unsure Town  
 Affordable Housing Tax Rid  
 Businesses Good Question Attract  
 Bring Schools Live Development Welcoming  
 Training Labor Pool Idea Recreational Activities Educated

Village residents' and business owners' responses complement these comments and suggest offering incentives to new business, marketing Kalkaska's strengths, and capitalizing on Kalkaska's position at the crossroads of M-72 and US-131.

### ***Event Results***

Speak Up Kalkaska! attendants' responses are consistent with the survey results. One comment suggested additional training for local government boards to create "positive, functioning boards that people are proud and willing to join and serve on".

See the attached results for the complete dataset.

### **Question 4 – What area of the zoning code should be addressed to improve the aesthetics and sustainability of the Village? (Pick no more than 3)**

#### ***Survey Results***

Two hundred and nine (209) participants responded to this question. The results are below:

1. Improve walking and biking along Village streets (62%)
2. Enhance the Village appearance through blight ordinance (52%)
3. Promote historic architecture through a historic overlay district (37%)
4. Enact commercial signage standards that make sense (31%)
5. Encourage multi-use development through form-based zoning (31%)
6. Brownfield Redevelopment Sites (11%)

Forty-four (44) respondents who identified as Village residents responded to this question. The results are below:

1. Enhance the Village appearance through blight ordinance (64%)
2. Improve walking and biking along Village streets (52%)
3. Encourage multi-use development through form-based zoning (36%)
4. Promote historic architecture through a historic overlay district (36%)
5. Enact commercial signage standards that make sense (27%)
6. Brownfield Redevelopment Sites (16%)

Twenty (20) "other" comments were submitted, with several "not sure" or "I don't know" comments included. One suggestion was submitted as follows, "Not sure which one I'd choose. I believe this is a good reason for the DDA + Village organizations to offer ideas in this area".

The Village residents' responses vary from these results. Of the forty-four (44) residents who responded to this question, sixty-four percent (64%) selected enhance the Village appearance through blight ordinance, fifty-two percent (52%) selected improve walking and biking along Village streets, and thirty-six percent selected encourage multi-use development through a historic overlay district as a top three priority.

The business owners' responses also vary from the general population results. Of the ten (10) Village business owners who responded to this question, eighty percent (80%) selected improve walking and biking along Village streets, fifty percent (50%) selected encourage multi-use development through form-based zoning, and thirty percent (30%) of selected enact commercial signage standards that make sense/enhance the Village appearance through blight ordinance (tied) as a top three priority.

### *Event Results*

Speak Up Kalkaska! attendants' responses vary slightly from the survey responses, with commercial signage standards identified as a top three priority, rather than form-based zoning. Of the one hundred and forty-two (142) votes provided for this question, thirty-six percent (36%) were for improving walking/biking, twenty-five percent (25%) for the blight ordinance, and fourteen percent (14%) for commercial signage standards and historic overlay district (tied). Form-based zoning closely followed with eleven percent (11%) of the vote.

See the attached results for the complete dataset.



Kalkaska Community Planning  
Prioritization of Village of Kalkaska Master Plan Objectives

Village of Kalkaska Master Plan Focus Group  
May 24, 2017  
2-4 p.m.

This document prioritizes the updated Village of Kalkaska Master Plan (2017-2022) goals and objectives, using the 2011 Master Plan as a template.

The plan objectives are evaluated based on the “guiding principles” identified during the current Kalkaska community planning process, by which the Village Master Plan, Village Recreation Plan, DDA Plan, and County Recreation Plan are being updated, and the new Library Master Plan is being drafted. The guiding principles are described in more detail below:

### Guiding Principles

**Purposeful** – The objective is relevant to the agency evaluating it and the agency can make significant change in this area.

Source: Michigan Planning Enabling Act, Michigan Zoning Enabling Act, Kalkaska Community Planning team, 2013 Kalkaska County Recreation Plan, 2011 Village of Kalkaska Master Plan and Recreation Plan, 2013 Kalkaska DDA Plan

**Public Supports** – The objective is important to the public, based on the results of Speak Up Kalkaska!, follow-up survey, and previous planning processes.

Source: 2011 Master Plan & Recreation Plan survey Results, 2016 Railroad Square visioning results, 2017 Kalkaska Community Planning survey results

**Public Safety** – The objective supports, enhances, and protects public safety.

Source: Kalkaska Community Planning team, Village of Kalkaska Planning Commission

**Economic Driver** – The objective supports new and existing jobs and business.

Source: 2016 Kalkaska Economic Development Strategy, 2016 US-131 Economic Development Strategy

**Sustainability** – The objective can be achieved utilizing existing capacity and resources, which can be reasonably maintained over its lifetime.

Source: Kalkaska Community Planning team, Village of Kalkaska Planning Commission

**Compatibility** – The objective supports the other agencies' goals/objectives.

Source: Kalkaska Community Planning team, 2013 Kalkaska County Recreation Plan, 2011 Village of Kalkaska Master Plan and Recreation Plan, 2013 Kalkaska DDA Plan

The objectives are evaluated by assigning a numeric value per guiding principle: 0, 1, or 2.

0: Doesn't meet guiding principle

1: Neutral

2: Meets guiding principle

The total numeric value possible per objective is 12.

Plan Objective		Guiding Principles (each worth 2 points)						Total Score (12 max)
Economic Development – Encourage and support an innovative, entrepreneurial environment, encourage business investment, and increase employment opportunities.		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	Total Score (12 max)
A1	Provide flexible, efficient regulatory environment	2	2	1	2	2	2	11
A2	Provide flexible, responsive, high quality public services	2	2	2	2	2	2	12
A3	Plan for and support innovative business and industrial development	1	2	1	2	1	1	8
A4	Develop and retain a skilled and knowledgeable workforce	2	2	1	2	1	2	10
A5	Strengthen and enhance Kalkaska’s sense of place and quality of life	2	2	2	2	2	2	12
A6	Promote the Village’s recreation opportunities, sense of place, and quality of life	1	2	1	2	2	2	10

Community-Wide Planning – Encourage balanced land use patterns and design that meet the needs of existing and future land uses, while improving and maintaining Kalkaska’s sense of place.		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	Total Score (12 max)
B1	Establish growth patterns that meet existing and future needs	2	2	2	2	2	2	12
B2	Encourage high quality development and design	2	2	1	1	2	2	10

<b>Natural Resources – Protect and promote Kaskaska’s natural features and recreational resources for purposes of enhancing the local quality of life and encouraging increased tourism and development.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
C1	Preserve and enhance natural areas such as wetlands, floodplains, and woodland areas	2	2	1	1	2	2	10
C2	Maintain and protect water quality by reducing impervious surface coverage.	2	1	2	1	2	2	10
C3	Protect vegetative buffers or greenbelts around water resources.	2	1	1	1	2	2	9

<b>Residential – Provide for a range of housing opportunities consistent with the needs of Village residents, including year round and seasonal residents. In doing so, maintain the integrity of existing, stable, residential neighborhoods.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
D1	Provide opportunity for a range of housing types and densities through the creation of various residential zone districts consistent with the Master Plan.	2	2	2	2	2	2	12
D2	Ensure new housing development is well designed and compatible with existing neighborhoods	2	2	2	2	2	2	12
D3	Improve the quality of existing housing stock	2	2	2	2	2	2	12

<b>General Commercial – Capitalize on the Village’s geographic position and potential to serve as a regional market place.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
E1	Encourage and support well-designed and well-planned “gateway” commercial development	2	1	1	2	2	1	9
E2	Improve the quality, appearance, and access of commercial development	2	2	2	2	2	1	11
E3	Encourage reuse and redevelopment of vacant or underutilized buildings and lots.	2	2	2	2	2	2	12

<b>Downtown – Create an attractive, pedestrian-friendly, economically health commercial area with a strong sense of place.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
F1	Encourage, promote, and support a variety of uses in the downtown	1	2	1	2	2	2	10
F2	Address traffic, parking and pedestrian issues to encourage safe access for all users and encourage downtown activity.	2	2	2	2	2	2	12
F3	Improve and maintain the unique, historic character of the downtown	2	2	1	2	2	2	11

<b>Industrial – Promote continued industrial development in order to provide year round employment opportunities for the residents of the Village and surrounding municipalities, and to supplement local tax revenues necessary to support ongoing community services.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
G1	Encourage a variety of industrial uses and activities, particularly those related to high-tech or innovative new economy industries	2	2	1	2	2	1	10
G2	Encourage and support new industrial development within the existing industrial park and consider expanding the industrial park if appropriate	2	2	1	2	2	1	10

<b>Community Facilities &amp; Services – Provide cost-effective, efficient services and facilities that adequately meet the community’s existing and future needs.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
H1	Encourage, promote, and support a variety of community facilities and services to meet community needs	2	2	2	2	2	2	12
H2	Maintain and improve existing community buildings and facilities.	2	2	2	2	2	2	12
H3	Any areas of the Village suitable for development shall be served by sanitary sewer and public water supplies.	2	2	2	2	2	2	12

<b>Transportation – Provide a safe, efficient, and balanced transportation network.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
i1	All areas of the Village suitable for development shall be served by a high quality, all-season, network of streets and highways.	2	2	2	2	2	2	12
i2	Provide for safe and efficient multi-modal transportation and	1	2	2	2	1	2	10

connections							
-------------	--	--	--	--	--	--	--

<b>Recreation &amp; Culture – Provide and maintain a range of high-quality recreation opportunities for residents and visitors.</b>		Purposeful	Public Supports	Public Safety	Economic Driver	Sustainable	Compatible	<b>Total Score (12 max)</b>
J1	Provide ongoing maintenance and improvements to existing Village park facilities	2	2	2	2	2	2	12
J2	Provide recreation facilities for all ages and abilities	1	2	2	2	2	2	11
J3	Provide additional non-motorized transportation/recreation options	1	2	2	2	1	2	10

RESOLUTION 2018-001

RESOLUTION OF ADOPTION  
OF THE VILLAGE OF KALKASKA MASTER PLAN  
BY THE VILLAGE OF KALKASKA PLANNING COMMISSION

The following resolution was offered by Commissioner Yost and seconded by Commissioner Burgin:

WHEREAS, the Michigan Planning Enabling Act, Act 33 of 2008, as amended, authorizes the Planning Commission to prepare a Master Plan for the future development of the Village; and

WHEREAS, the Planning Commission prepared a new Village of Kalkaska Master Plan to promote the public health, safety and general welfare; to encourage the use of resources in accordance with their character and adoptability; to provide for planned and orderly land use and development; to avoid the overcrowding of land by buildings or people; to lessen congestion on public roads and streets; to ensure that land uses will be situated in appropriate locations and relationships; and to meet the needs of residents for places of residence, recreation, industry, trade, service, and other uses of land; and

WHEREAS, on January 22, 2018, the Village Council approved distribution of the new Village of Kalkaska Master Plan to municipalities for their review and comment; and

WHEREAS, the Planning Commission held a public hearing on May 3, 2018 to consider public comment on the new Master Plan and to further review and comment on the proposed new Master Plan.

NOW, THEREFORE, BE IT RESOLVED that the Village of Kalkaska Planning Commission hereby approves the Village of Kalkaska Master Plan and recommends approval of same to the Village Council.

Yeas: Baxter, Burgin, Goodyear, Miller, White and Yost.  
Nays: None  
Absent: Sieting

Attested to this 3<sup>rd</sup> day of May, 2018

Herrell Ave Baxter  
Planning Commission Chair

Angie Koon  
Planning Commission Secretary

I, Angie Koon, Secretary of the Kalkaska Village Planning Commission, do hereby certify the foregoing to be a true and correct copy of a resolution that was adopted by the Kalkaska Village Planning Commission at their regular meeting held on May 3, 2018.

Angie Koon  
Angie Koon, Village Clerk

VILLAGE OF KALKASKA  
RESOLUTION # 2018-011

RESOLUTION OF ADOPTION  
OF THE VILLAGE OF KALKASKA MASTER PLAN  
BY THE KALKASKA VILLAGE COUNCIL

WHEREAS, the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended, authorizes the Planning Commission to prepare a Master Plan for the use, development and preservation of all lands in the Village; and

WHEREAS, the Planning Commission prepared a new Master Plan in accordance with the requirements of the Michigan Planning Enabling Act; and

WHEREAS, the Planning Commission held a public hearing on May 3, 2018 to consider public comment on the new Master Plan; and

WHEREAS, the Planning Commission approved the new Master Plan on May 3, 2018 and made a recommendation for approval of the new Master Plan to the Village Council; and

WHEREAS, the Village Council finds that the new Master Plan is desirable and proper and furthers the use, development and preservation goals and strategies of the Village;

WHEREAS, the Village Council has asserted by resolution its right to approve or reject the new Master Plan in accordance with the Michigan Planning Enabling Act;

NOW, THEREFORE, BE IT RESOLVED:

1. The Village Council hereby approves and adopts the 2018 Village of Kalkaska Master Plan.
2. The Village Council approves distribution of the adopted Plan.
3. The Plan shall be effective as of the date of adoption of this resolution.

Trustee White offered Resolution 2018-011 and moved its adoption.

Seconded by Trustee Larsen.

Yeas: 7

Nays: 0

Absent: 0



I hereby certify that the foregoing is a true and complete copy of a resolution adopted by the Village Council of the Village of Kalkaska, County of Kalkaska, State of Michigan, at a regular meeting held on the 14<sup>th</sup> day of May, 2018 and that public notice of said meeting was given pursuant to and in full compliance with Act No. 267, Public Acts of Michigan, 1976 and that minutes of the meeting were kept and will be or have been made available as required by said Act.



---

Village of Kalkaska  
By Its Clerk, Angie Koon