



CITY OF East Jordan MASTER PLAN

ADOPTED JULY 21, 2020

MOTION OFFERED BY: HAWLEY
SECOND BY: REID

Resolution 112-2020
Resolution of Adoption
Of 2020 Master Plan
By East Jordan City Commission

WHEREAS, The East Jordan Planning Commission held a public hearing on July 9, 2020 to receive public comments regarding the 2020 Master Plan after a 63-day comment period; and

WHEREAS, The East Jordan Planning Commission made no revisions to the plan held at the last meeting;

WHEREAS, The East Jordan Planning Commission adopted their Resolution to recommend to City Commission for adoption at their meeting of July 9, 2020 with all members present; and

THEREFORE, BE IT RESOLVED THAT, the East Jordan City Commission adopts Resolution 112-2020 which acknowledges that the East Jordan Planning Commission has adopted the 2020 Master Plan at their July 21, 2020 meeting and adopts the 2020 Master Plan as recommended by the East Jordan Planning Commission.

AYES: PENZIEN, JOHNSON, SHERMAN, TIMMONS, HAWLEY, REID, AND PECK

NAYS: NONE

ABSENT: NONE

ABSTAIN: NONE

ADOPTED: JULY 21, 2020

I, Cheltzi M. Wilson, City Clerk of the City of East Jordan, do hereby certify the foregoing to be a true and correct copy of a resolution that was adopted by the East Jordan City Commission at their regular meeting held on July 21, 2020.


Cheltzi M. Wilson, MMC
City Clerk

Acknowledgements

The City of East Jordan Master Plan was Prepared By:

EAST JORDAN PLANNING COMMISSION

MEMBERS:

Lynn Carson, Chair
Ron Moreau, Vice Chair
Matthew Chaperon
Donald Folsom
Justin Kelley
David Ruehle
Jean Timmons

WITH PARTICIPATION & ASSISTANCE FROM:

Tom Cannon, City Administrator
Jonathan Scheel, Zoning Administrator and Planner

FUNDING ASSISTANCE PROVIDED BY:



Charlevoix County Community Foundation
R. A. "Chip" Hansen, Jr., Executive Director

PLANNING ASSISTANCE PROVIDED BY:



ADOPTED:

Planning Commission: July 9, 2020
City Commission: July 21, 2020

LIST OF FIGURES

Figure 1. East Jordan Dashboard	26
Figure 2: Illustration of missing middle housing types and their physical characteristics.	70
Figure 3. Annual Market Potential	70
Figure 4: Median home values in Charlevoix County communities over time	72
Figure 5: industries in Charlevoix County	79
Figure 6. Retail markets in Charlevoix County	86
Figure 7. Former Boat Launch Concept	91
Figure 8. Community Center Concept	92
Figure 9. M-66 Corridor Rendering	96
Figure 10. M-32/C-48 Corridor Rendering	97
Figure 11. Road Condition & Mileage in East Jordan	104

LIST OF MAPS

Map 1. Wetlands	39
Map 2. 100-Year Floodplain	41
Map 3. Tree Canopy	42
Map 4. Impervious Surface	43
Map 5. Impervious Surface & Tree Canopy	44
Map 6. Community Facilities	50
Map 7. Wellhead Protection	51
Map 8. Broadband Service in Charlevoix and Emmet Counties in 2018	56
Map 9. Download Speeds in Charlevoix and Emmet Counties in 2018	57
Map 10. Parks and Public Land	61
Map 11. Redevelopment Areas	94
Map 12. Road Categorization	102
Map 13. Paths and Sidewalks	106
Map 14. Existing Land Use	113
Map 15. East Jordan Zoning	114
Map 16. East Jordan Sanitary Sewer System	115
Map 17. East Jordan Public Water System	116
Map 18. Future Land Use	117

LIST OF TABLES

Table 1. Wetland Coverage by Type	38
Table 2. 100-Year Floodplain Land Cover	40
Table 3. Percent Tree Canopy	45
Table 4. Enrollment in East Jordan Public Schools 2014-2019	54
Table 5. City of East Jordan Parks	60
Table 6. Comparison of Local, Regional & State Recreation Plans	63
Table 7: Changes in Homeownership and Rental Costs in East Jordan Between 2010 – 2017.	73
Table 8: Largest Employers in Charlevoix	79
Table 9. Industry Estimates in East Jordan	82
Table 10. Labor & Employment	83
Table 11. Top 10 Surplus Industries	85
Table 12. Top 10 Leakage Industries	85
Table 13. Priority Redevelopment Sites	90
Table 14. District Regulations	118
Table 15. Five-Year Action Plan	124

Table of Contents

Executive Summary	7
Introduction	9
Community Vision	13
Community Profile	25
Natural Features	35
Community Facilities	49
Parks & Recreation	59
Housing	69
Business & Economic Development	77
Redevelopment	89
Transportation	101
Future Land Use & Zoning	111
Action & Implementation	121
Appendix	127

This page intentionally left blank.

Executive Summary

East Jordan is at a crossroads. With a strong history of manufacturing, the community desires to preserve this rich heritage while building on bright opportunities for redevelopment and reinvestment. Nestled at the south Arm of Lake Charlevoix at the confluence of the Jordan River, East Jordan is optimally located to serve as both a industrial center as well as hub of recreation-based tourism with a bustling year-round economy.

In 2016, the EJ company announced its decision to relocate from the City's waterfront to rural Antrim County. This has created new opportunities for redevelopment of a 65-acre site within the city limits while still allowing for residents to continue their employment with EJ. The City of East Jordan recognizes the importance of having a community-supported vision for growth and investment to guide land use decisions and inform priorities. The City is ready for redevelopment and reinvestment and realizes the potential for transformational change through proper planning, regional coordination, and cooperation between the public and private sector.

Over 400 community members provided insight and guidance on the future of East Jordan through this inclusive 12-month planning process. Hundreds of community members responded to a community survey, high school students and elementary students participated in

a series of visioning sessions, business leaders attended a business-after hours master plan open house, dozens of community leaders came out for a two-day design charrette focused on conceptual design ideas.

This master plan process placed a special emphasis on developing realizable visions for three priority redevelopment sites. In addition to focusing on the former EJ Foundry, a legacy redevelopment site which includes a half mile of Lake Charlevoix waterfront, community members also provided guidance on future redevelopment of the city-owned Community Center and former Boat Launch site.

There were numerous other important, and related, issues that rose to the forefront of the master plan discussion. Like many northern Michigan communities, East Jordan is in great need of more housing variety to attract and retain a growing workforce. The City plans to take proactive steps to update the zoning ordinance and pursue creative financing options to support workforce housing. Relatedly, the City seeks to leverage its numerous natural resources for economic development through placemaking initiatives. Connected greenways and non-motorized recreation and transportation trails will be an important piece in the puzzle.



Photo Credit: Dawn Marie

Introduction

1

What is a Master Plan?

The Michigan Planning Enabling Act (PA 33 of 2008) enables municipalities to write a Master Plan that broadly guides development to meet current and future needs and promotes the health, safety, and general welfare of its residents. The process of creating a Master Plan asks a community to pause from its busy daily operations of running a municipality, and look to the future. As a policy document that comprehensively inventories and analyzes the elements that makes a city tick, it is essential to include as many stakeholders into the process as possible. Through community engagement, the Master Plan identifies key challenges the residents face, but focuses on finding a shared vision and goals that could help achieve that vision in perpetuity. More specifically, the Master Plan collates a vision statement, an Action Plan with specific strategies, tools for making coordinated land-use decisions, assessment of current programs, services, structures, and infrastructure, into one document to inform its citizenry on how the city will plan for its future.

Relationship to the Zoning Ordinance

The Master Plan is not a binding agreement but rather a planning framework. The Zoning Ordinance, on the other hand, is local land use law. The Zoning Ordinance is a set of regulations that provide the details for how and where development can locate to exacting specifications. The Zoning Ordinance is how the Master Plan gets implemented; as outlined in the Michigan Planning Enabling Act of 2008, a direct relationship between the two documents

is required. For example, if it emerges through community engagement and research that the housing types available do not adequately serve the population, then a vision statement in the Master Plan could read “to plan for housing types that meet all the preferences of all age groups, income levels, and disabilities.” To ensure that this vision is implemented, a municipality would revisit the zoning ordinance to determine if the land use code is preventing a particular type of development through height restrictions or lot size requirements. Only when the two documents are in sync can they be effective planning tools.

Regional Context

The City of East Jordan is located in Charlevoix County and lies in the northwest portion of Michigan’s lower peninsula. As part of this region, East Jordan is intricately tied to the natural beauty of the landscapes and water bodies that surround the community. The City is located at the southernmost extent of Lake Charlevoix’s South Arm, and this position has provided a transportation advantage throughout the community’s history. Lake Charlevoix, which is Michigan’s third largest inland lake by surface area, is in turn connected to Lake Michigan through the Pine River Channel, and this key link facilitated the development of iron and timber industries early in East Jordan’s history. East Jordan is located at the mouth of the Jordan River, where it flows into the South Arm. Agricultural lands and forests comprise much of the community’s surroundings and the presence of these landscapes contributes to East Jordan’s identity and make it a destination for nature lovers.

Northwest Michigan's rich natural features have facilitated the growth of a robust economy rooted in tourism and recreation in East Jordan and its neighboring communities in recent years. Visitors and residents alike spend time hiking, fishing, and canoeing in and around the Jordan River. Likewise, year-round and seasonal recreators enjoy numerous beaches on Lake Charlevoix and its South Arm for boating, fishing, kayaking, and sight-seeing. East Jordan is also located in close proximity to numerous state parks, greenways and nonmotorized trails, golf resorts, and regional nature preserves. These public locations serve both to protect the region's natural integrity and to attract residents and visitors interested in outdoor recreation. In the winter, the presence of several ski resorts draws people to the region and provides employment opportunities for East Jordan residents. The emergence of these vibrant tourism-based economies has also led to the development of much of Charlevoix County for part-time residences.

Because of East Jordan's location in Charlevoix County, the community plays an increasingly complex role in the area's economy. Boyne City, which is the County's most populous City, lies to East Jordan's northeast while Charlevoix, the county seat, is located to the west. In recent times, East Jordan's links with these nearby communities through state highways such as M-66 and M-32 have supported the town's manufacturing, retail trade, and recreation economies and allowed residents to commute between these communities. Indeed, many residents work for large employers such as EJ, Munson Healthcare, Boyne USA, Saint Mary's Cement, and Charlevoix County. Such regional links support the unique mix of business and industry.

History

Prior to Michigan's incorporation as a U.S. State, the area surrounding East Jordan was home to Ottawa Native American tribes who lived seasonally in the area. East Jordan was settled by European descendants in the 1870s and the area's access to unspoiled forest land led to

the establishment of the town's logging industry. In the 1880s, William Malpass moved to East Jordan from England and established the East Jordan Iron Works foundry, now EJ USA, which manufactured products for the agricultural, railroad, construction, and maritime industries and expanded the town's economic base. Both of these early industries relied on the community's location on Lake Charlevoix, and its access to Lake Michigan for the shipping of raw materials and finished products. The establishment of the East Jordan and Southern Railroad Company in 1901 further expanded commerce, and the community's economic reach.

The 20th Century saw the transformation of East Jordan from a manufacturing community to one also based on recreation and tourism. Although the lumber industry diminished in East Jordan and in Michigan due to the depletion of natural forests and the emergence of steel construction, the East Jordan Iron Works remained as a stable employer in town throughout the century. Although other industries such as chemical production emerged in the 1900s, the community's economy transitioned toward recreation for much of the century with the establishment of Boyne Mountain in the 1940s and the emergence of summer vacationing in later decades. In 2016, EJ announced its decision to relocate from the City's waterfront to Antrim County. This has created new opportunities for the town while still allowing residents to continue their employment with EJ.

Existing Plans & Studies

This master plan effort builds on a history of ambitious planning efforts which have charted desirable paths forward for the community. The plan presented here intends to build on these initiatives.

Target Market Analysis - 2020

In 2020, The State of Michigan partnered with Housing North, a local nonprofit, and Land Use USA, a private consultant to conduct a target market analysis for Charlevoix County communities. The study's purpose was to forecast the number and type of housing units that potential

new households in the region would prefer. Communities must allow for and promote these housing types if they are to capture growth from new residents. The study suggests that demand from new households and those moving within the East Jordan community could support 117 detached housing units and 30 attached housing units annually.

City of East Jordan Parks and Recreation Master Plan – 2018

The City of East Jordan's 2018 Parks and Recreation plan includes an inventory of existing conditions in the City's parks and charts a path forward for the maintenance and improvement of facilities. Key principles of the plan include leveraging recreation assets for year-round economic development, the inclusion of recreation facilities for diverse ages, coordination with neighboring communities for multi-use paths, and the connection of East Jordan's downtown and neighborhoods with parks. The plan also recommends a complete streets ordinance.

Waterfront Subarea Design Guidelines

This planning effort outlines design recommendations and desirable architectural patterns for the City of East Jordan's Waterfront area. Key recommendations include the reuse of existing and historic buildings, standards that specify traditional building styles, enhancement of building relationships to the lakefront, and continuation of wayfinding features. The plan also recommends a gradient of densities within the waterfront, with downtown maintaining the highest built densities and the greatest mixture of uses.

East Jordan Capital Improvements Plan

The City's 2017 Capital Improvements Plan outlines a schedule of infrastructure and public improvements projects in the community and identifies funding sources for those projects. The plan then prioritizes this list of projects based on the community's master plan, city commission's stated goals, the community's needs, and the availability of funding. Key improvements planned between 2017 and 2022 include streetscaping, renovations to park

facilities, the deployment of wayfinding signage, and the enhancement of selected roadways and water and sewer lines.

Resilient East Jordan Master Plan – 2015

East Jordan's most recent master planning effort took place in 2015 and channeled a strong emphasis on protection of the area's natural resources, building on the community's unique history and assets, attracting young talent, and increasing on the area's economic diversity. The plan recommends revitalization of important sites in the community's downtown, along the waterfront, and in the City's industrial park. In keeping with the plan's broad principles, the enhancement of East Jordan's public spaces, particularly the waterfront, and the expansion of pedestrian infrastructure and multi-use paths are also important elements. The plan recommends design standards and form-based codes to implement these principles.

East Jordan Economic Development Plan

This effort outlines the City's economic strengths and weaknesses and charts a vision for the community's future, which includes job diversity. Key strategies to achieve this include the renovation of vacant commercial buildings through tax incentives, improved image at the City's entry and exit points, the creation of an economic gardening program through ongoing education and training, and the formation of partnerships between schools and local industry. The plan also describes key institutions, including the East Jordan School District, local business owners, property owners, and the Downtown Development Association.

Housing Feasibility Study – 2013

This planning effort evaluated the feasibility of a hotel development in East Jordan. Four possible sites were explored and the final recommendation was a large parcel of land centrally located near the Jordan River, the waterfront, and close to downtown as the most promising location. The study used market analysis techniques to explore lodging demand and predicted that a 60-room facility with a variety of amenities would be most appropriate.



Community members sharing their priorities for the City's action plan.

Community Vision

2

Public input served as the foundation of the East Jordan master planning effort. The goal of the public engagement process was to gather input from diverse stakeholders in a variety of ways. City leaders worked to make the input opportunities as accessible and inviting as possible and offer a variety of different forums for collecting this input.

EAST JORDAN PLANNING COMMISSION

The East Jordan Planning Commission took a leadership role on facilitating an open and inclusive process for the master plan development. The planning commission met monthly over the course of the project to review existing planning documents and make recommendations for the master plan. Planning commission meetings were open to the public and included informational presentations designed to build a better understanding of local land use and demographic trends as well as housing and economic opportunities. The planning commission also developed the future land use map, zoning plan, and action plan based on extensive public input and data gathering.

“CHALK UP THE TOWN”

A 4x4 foot chalkboard was custom printed with a map of the City on it. The chalkboard was passed around to area businesses and people were asked to draw their ideas and take a photo or “selfie” and send it to the project team. The photos were then collected and used to inform the goal setting process.



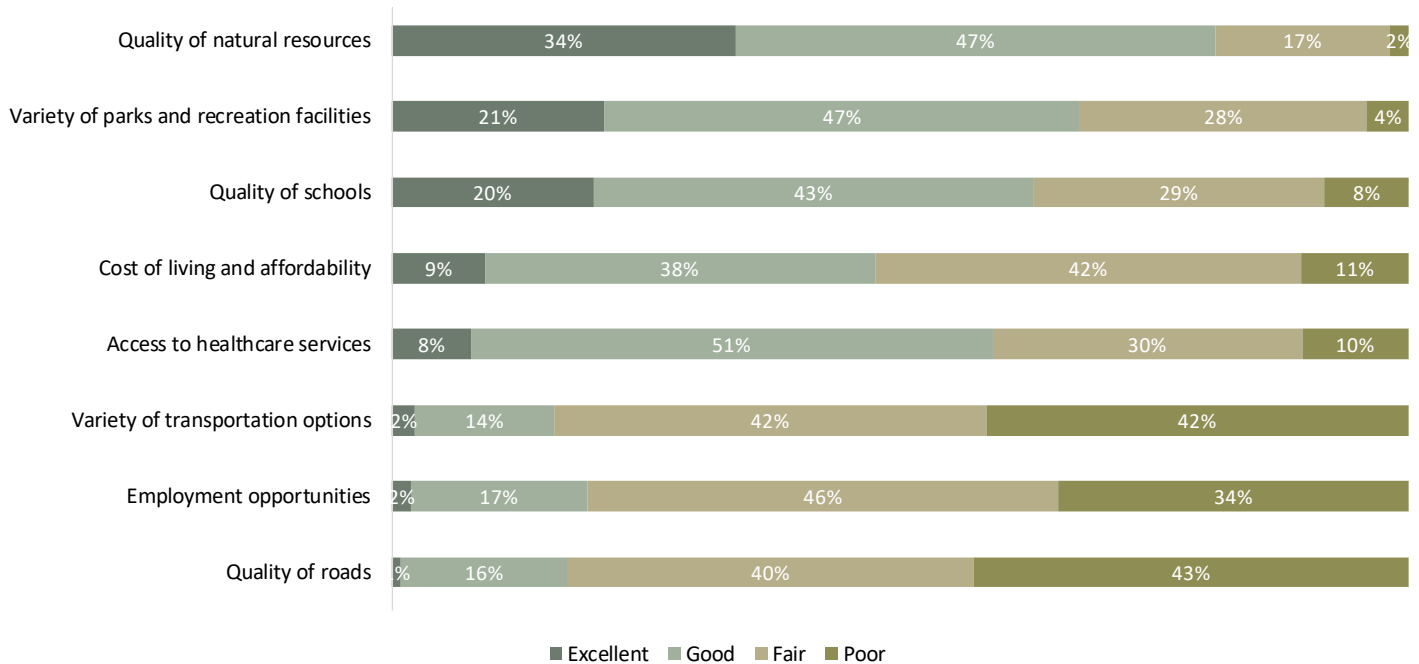
Shown here, the chalkboard map of East Jordan and the DDA Director. The chalkboard began at City Hall and made its way to area businesses.

COMMUNITY SURVEY

The City of East Jordan Planning Commission and local leaders developed a community survey to gather feedback for the Master Plan update. The survey was hosted online and distributed to residents, businesses and community stakeholders. Hard copies of the survey were made available at City Hall as well. The survey was available for community members to complete from February through April of 2019. A total of 221 surveys were completed and returned. What follows is a detailed summary of the survey results.

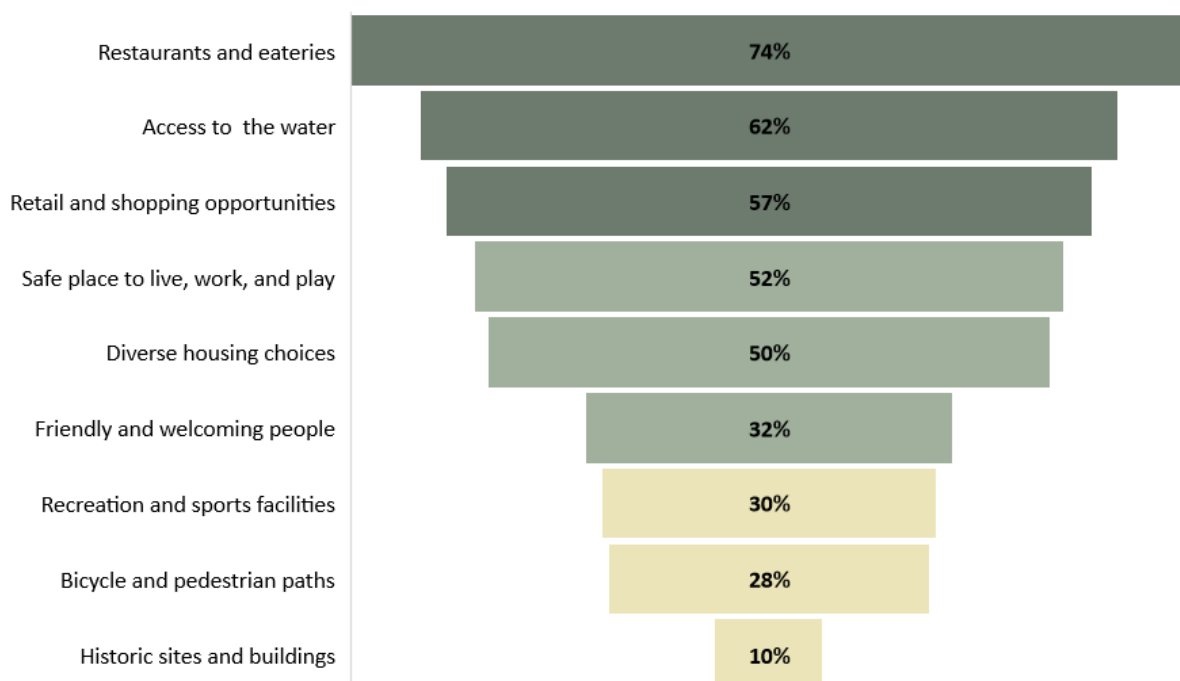
Question 1: How would you rate the City of East Jordan's performance on these quality of life issues?

The quality of natural resources and variety of parks and recreation facilities were rated mostly good or excellent. The quality of schools was close behind with 63% that rated them good or excellent. The quality of roads was lower down the list and rated fair to poor by a large percentage of the people at 83%.



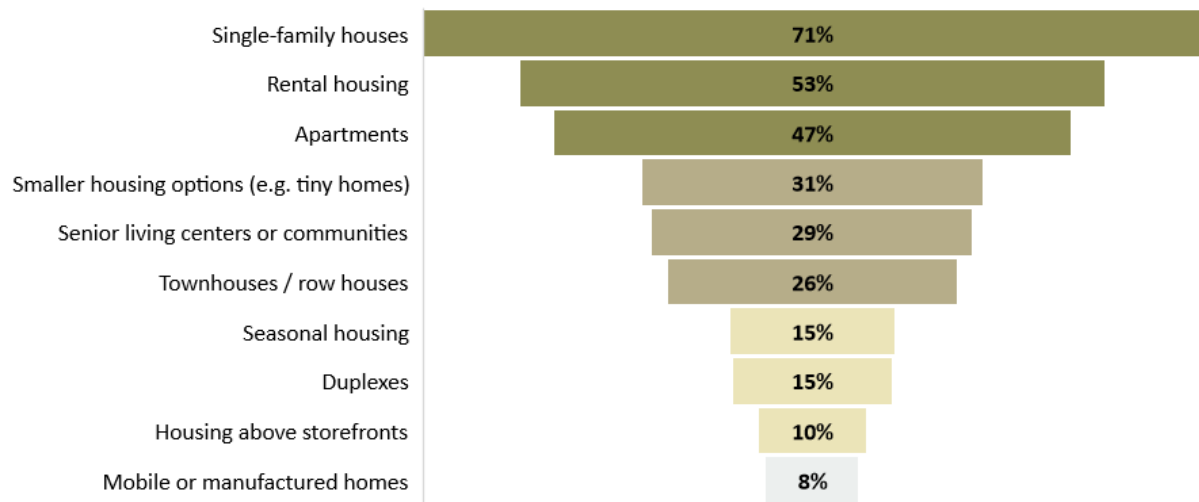
Question 2: What are the four (4) most important assets needed to support a thriving East Jordan? Please select 4 options.

The most important asset to support a thriving East Jordan is restaurants and eateries. Access to the water was rated high by 62% of the survey respondents as a top four asset for East Jordan. Retail and shopping opportunities was a close third at 57%. 52% of the people rated a safe place to live, work and play as the fourth top rated asset.



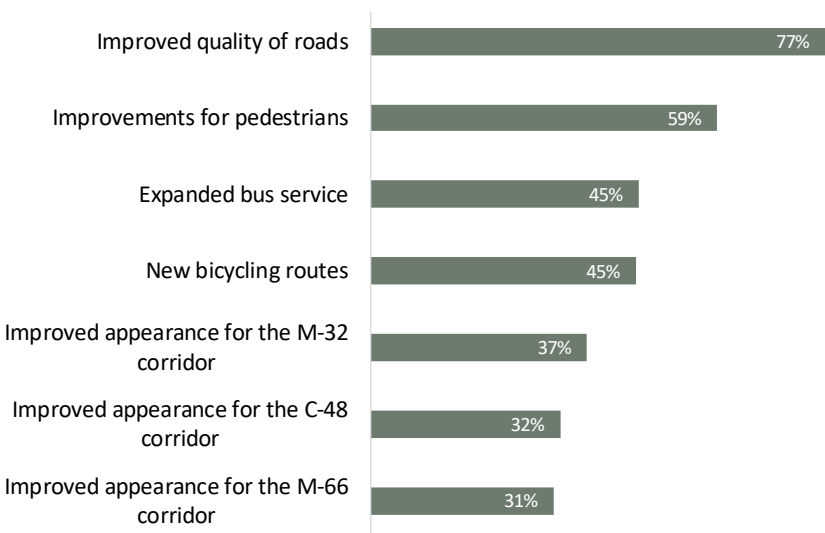
Question 3: Which of the following housing options do we need more of in East Jordan? Please check all that apply

Single family homes were rated the top choice in housing options for the City of East Jordan. Just over 50% of people said that rental housing is needed in East Jordan followed closely by more apartments.



Question 4: Considering the future, which of the following transportation improvements are important to bettering the East Jordan community? Please check all that apply

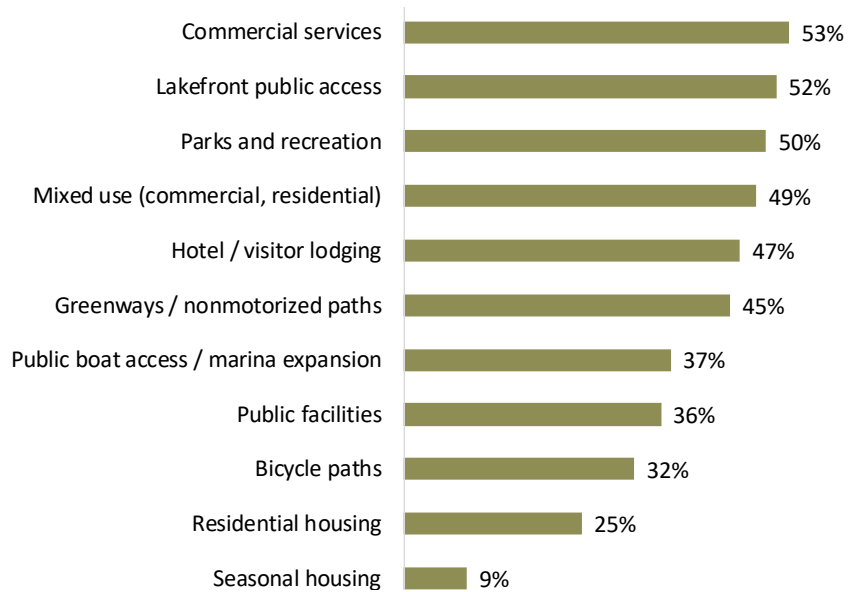
Improve the quality of roads was at the top of the list at 77%. Improvements for pedestrians was chosen by 59% of survey takers. Expanded bus service and new bicycling routes both came in third on the list as recommended improvements.



Question 5: What types of features would you like to see prioritized in the East Jordan Waterfront / EJ site? Please check all that apply.

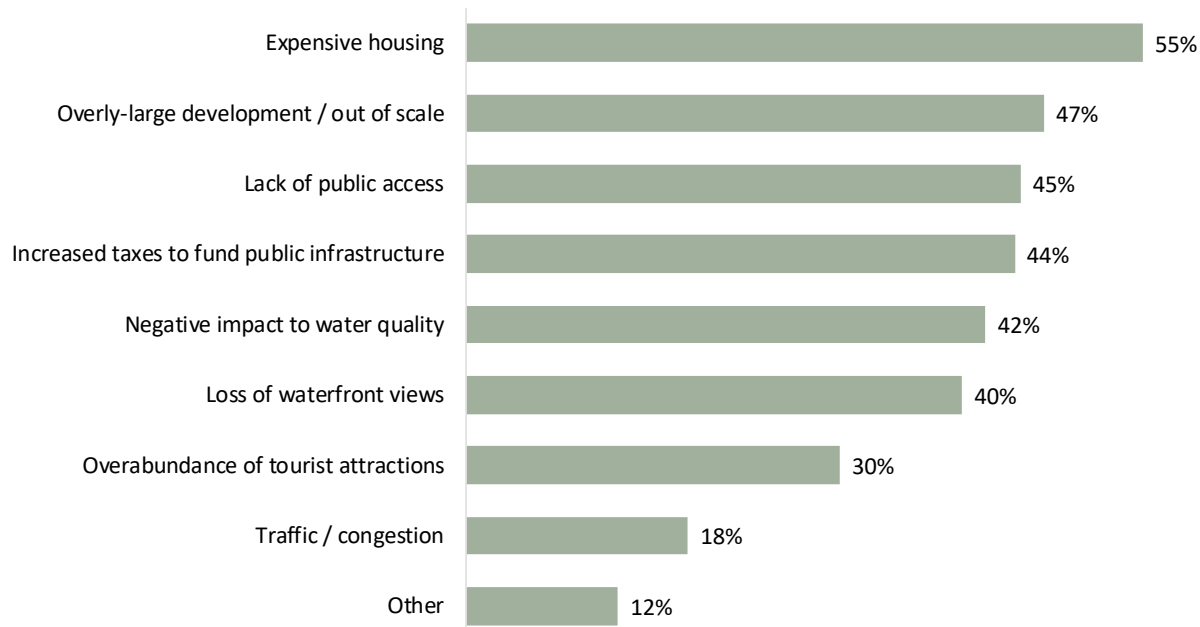
The graph describes the features people would like to see in the East Jordan waterfront/EJ site. The answers were fairly evenly distributed among commercial services, lakefront public access, parks and recreation and mixed use (commercial, residential).

Question 5



Question 6: What are some of the concerns (if any) that you have regarding potential development of the waterfront / EJ site?

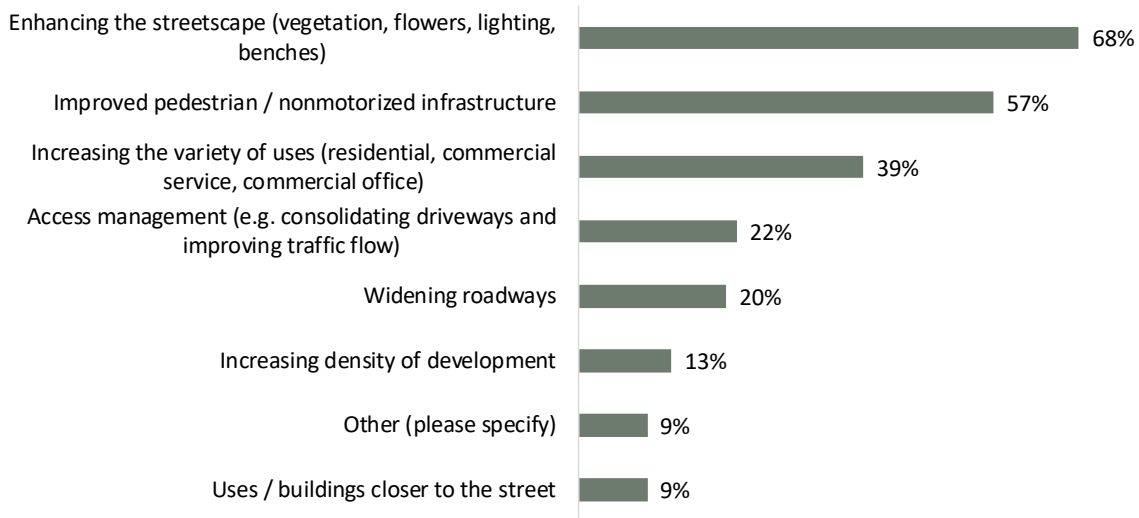
Some of the top concerns regarding the potential development of the waterfront/ EJ site is expensive housing, overly large development or out of scale, lack of public access and increased taxes to fund public infrastructure.



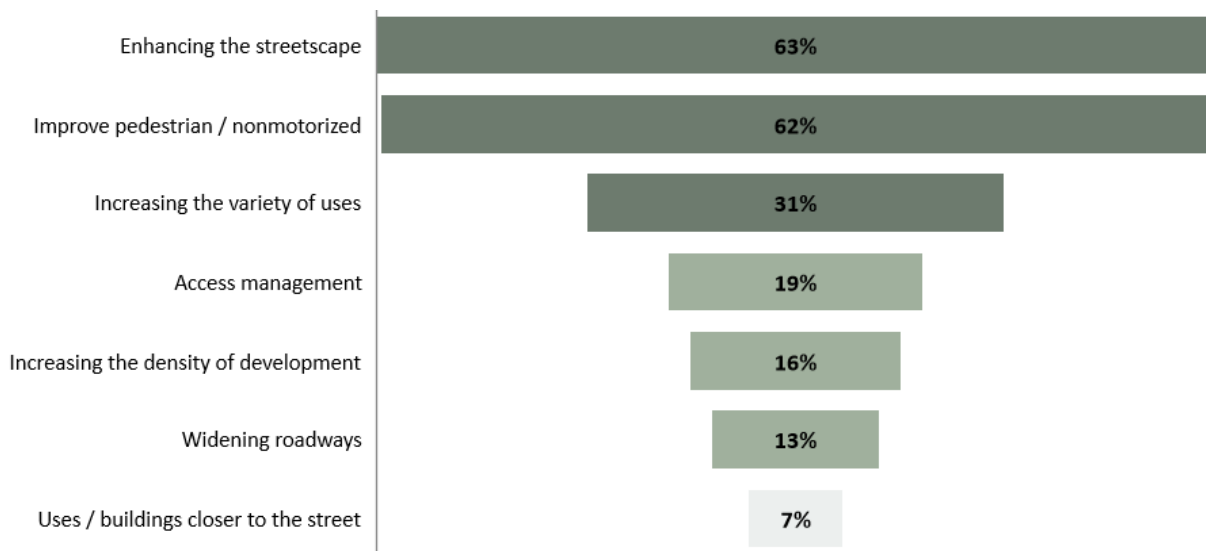
Question 7: Which of the following potential improvements would you like to see on the C-48 (State Street) corridor? Please check all that apply.

Survey respondents would like to see enhancements done to the C-48 Corridor and the M-66 Corridor. Similar answers were given to upgrade the streetscapes with flowers, lighting and benches along the way. Also, improved pedestrian / nonmotorized infrastructure was rated important for potential developments. Over 30% of people would like to see increasing the variety of uses (residential, commercial services, commercial office).

Question 7



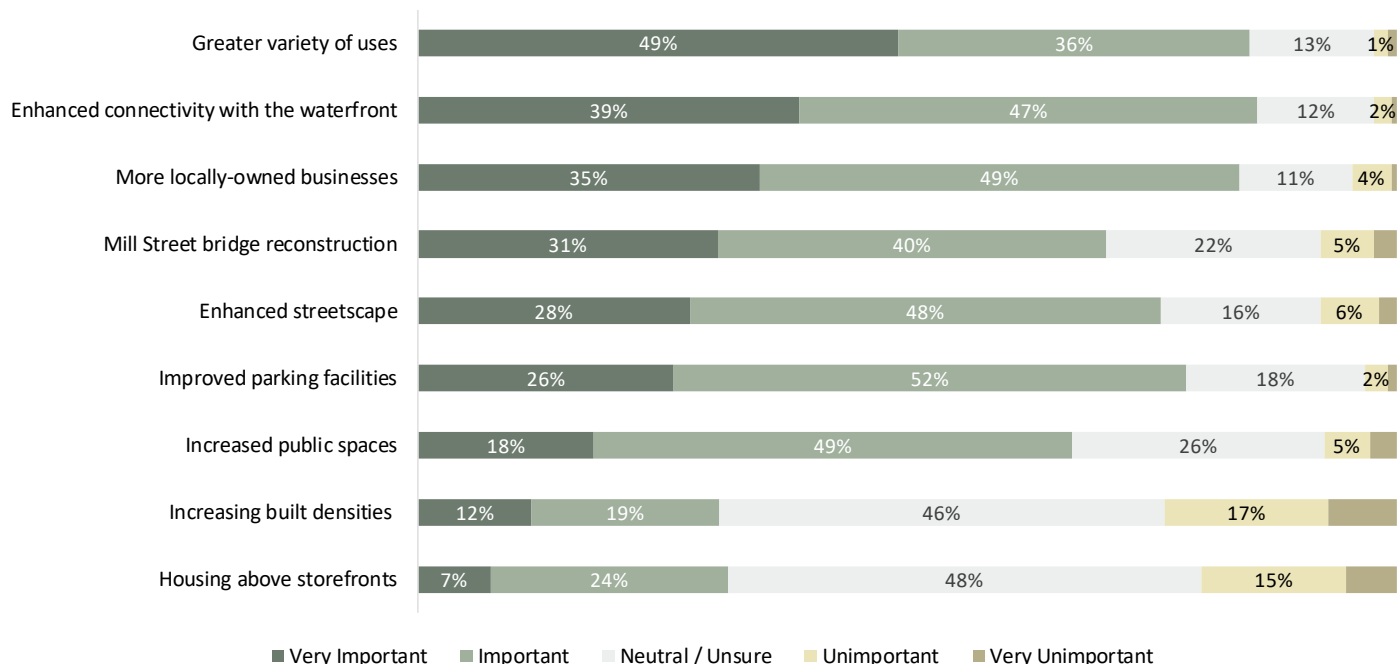
Question 8: Which of the following potential improvements would you like to see on the M-66 (Lake Street) corridor? Please check all that apply.



Question 9: Please rate the importance of the following improvements in planning for the future of East Jordan's downtown.

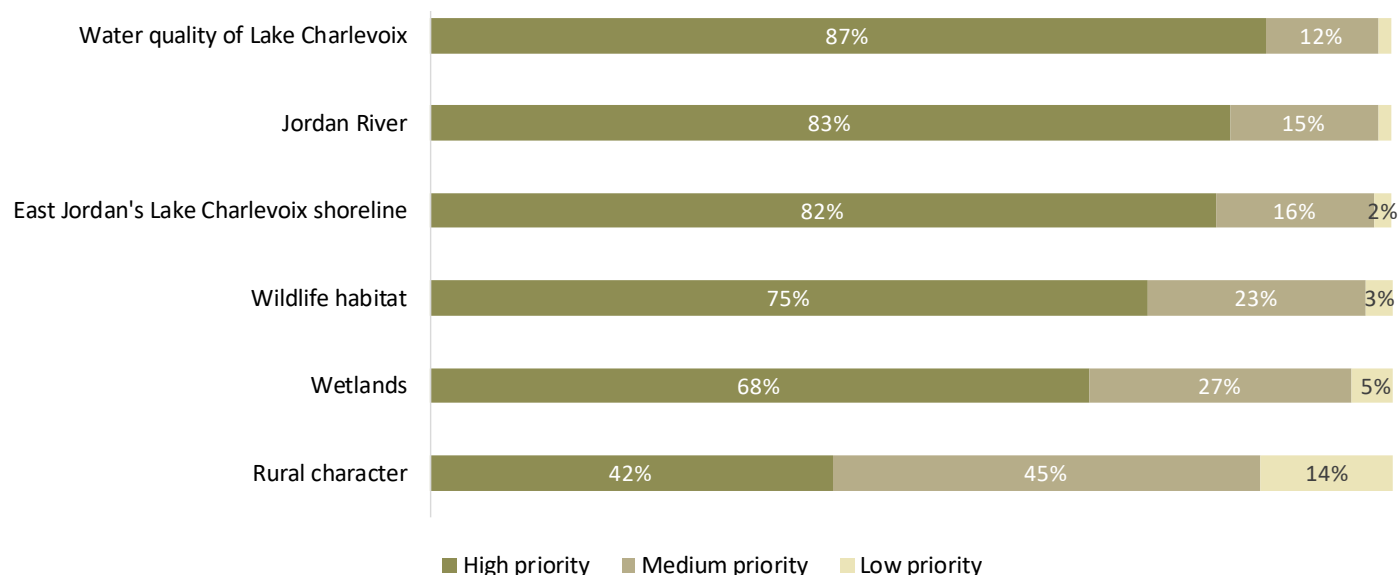
People felt that a greater variety of uses for the most part was important to very important. Enhancing water connectivity and improved parking facilities were among the highest importance to the survey respondents.

Question 9



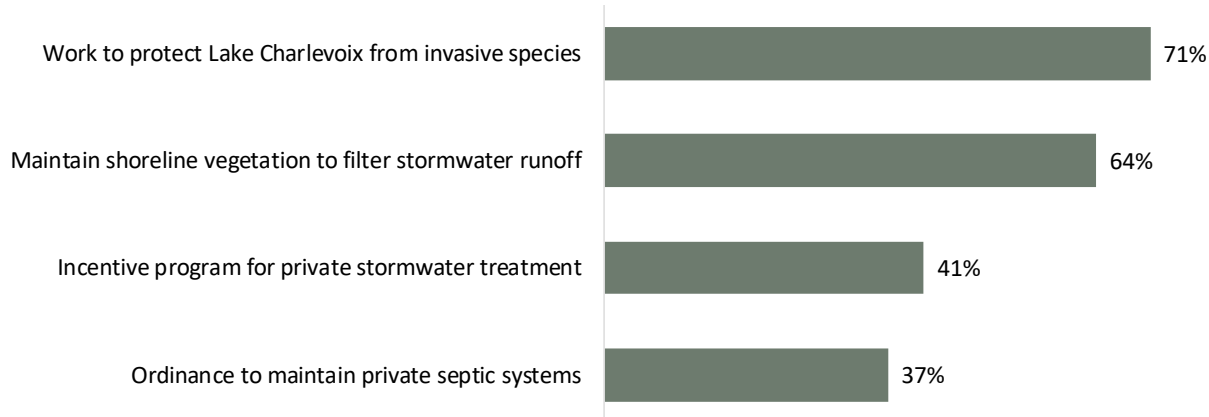
Question 10: Please rate the importance of following features as a priority for protection in the East Jordan community.

Natural features were rated the highest priorities for protection. The most important feature that 87% of people felt was the highest priority was water quality of Lake Charlevoix. Other important features for protection were listed as the Jordan River, Lake Charlevoix shoreline and the wildlife habitat. According to the survey results, the concern for the area's natural resources was important and rated as high priorities.



Question 11: Which of the following actions would you be in favor of the City of East Jordan taking to protect the water quality of lakes, rivers, streams, and groundwater in the East Jordan community?

71% of the people were in favor of working to protect Lake Charlevoix from invasive species. 64% were in favor of maintain the shoreline vegetation to filter stormwater runoff.



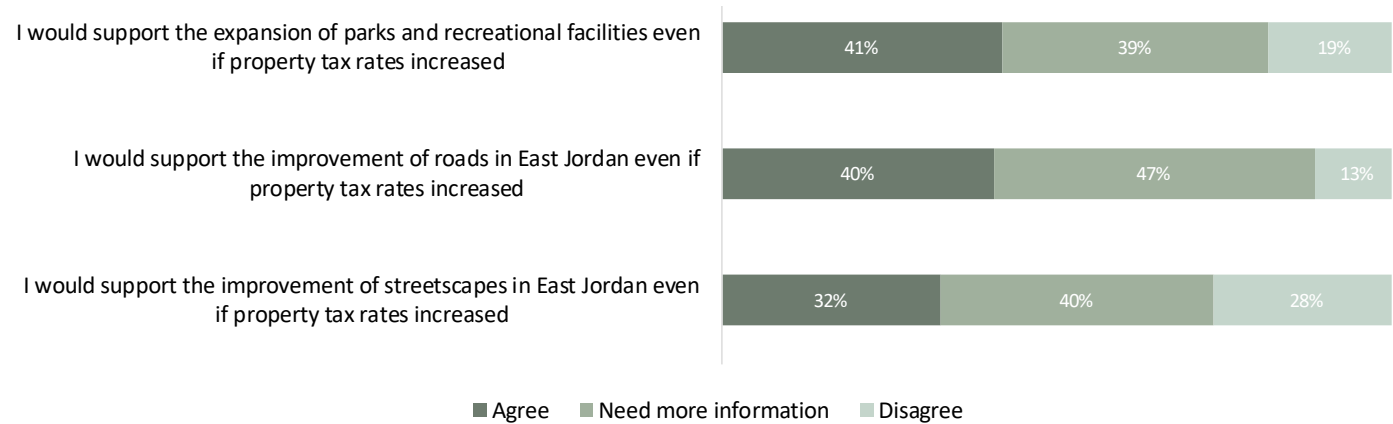
Question 12: Which of the following actions would you be in favor of the City of East Jordan taking to improve East Jordan’s local economy?

The chart to the right indicates actions people are in favor of to improve East Jordan’s local economy. The top rated item is provide incentives for locally owned businesses. Increasing all forms of tourism and attracting businesses in skilled trades were also high on the list.

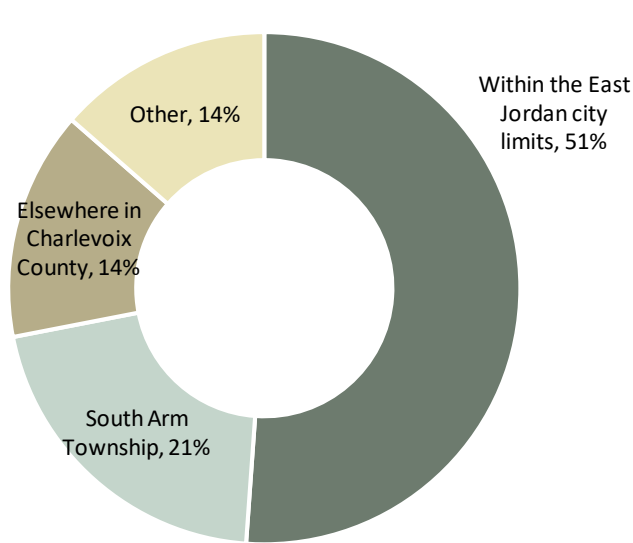


Question 13: Please rate the degree to which you agree or disagree with the following statements.

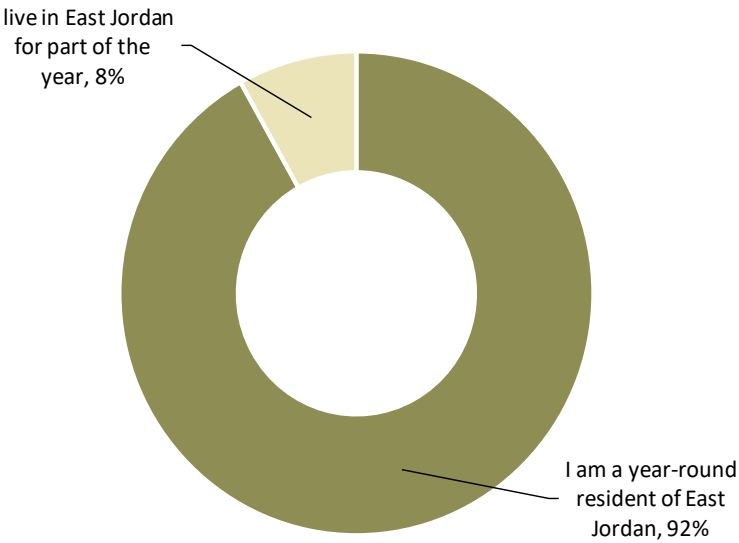
The following chart highlights the degree to which people agree or disagree with the statements. The chart shows that a large amount of people would need more information before deciding to agree or disagree.



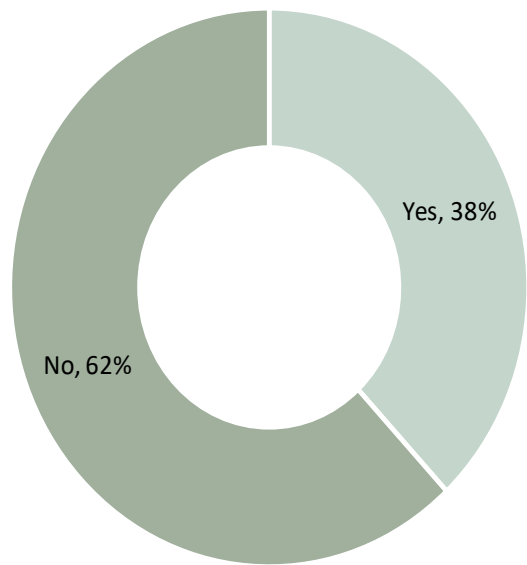
Question 14: Where do you live?



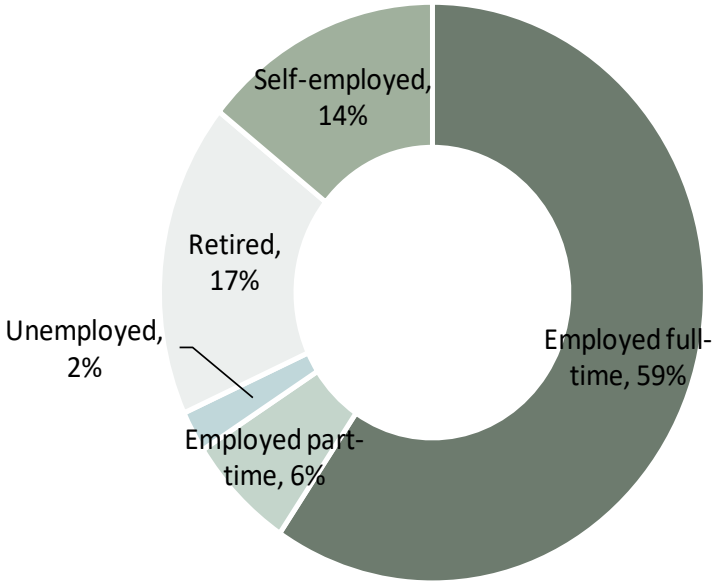
Question 15: For how much of the year do you live in East Jordan (if applicable)?



Question 16: Do you have school-aged children (18 years of age or younger)



Question 17: What is your employment status?



The final question asked respondents to provide additional comments. A complete listing of all open-ended comments received can be found in Appendix X.

YOUTH ENGAGEMENT

Often forgotten in the community decision-making process, these community residents are the future of East Jordan. The project team worked with the Public Schools to conduct a series of visioning sessions with 3rd and 4th Graders, and a separate session with a mix of high school students.

Elementary Sessions

The purpose of the elementary session was to introduce students to local government and community planning and gather input on what the students would like to see in East Jordan in the future. First, 3rd and 4th grade students were asked to think about “what makes East Jordan special” and “what is your favorite place to visit?” and share these ideas with their neighbors. Next, students completed a “map of my city” activity where they learned about maps and identified key locations on a large aerial map of East Jordan. Finally, students worked in teams to design their dream city.

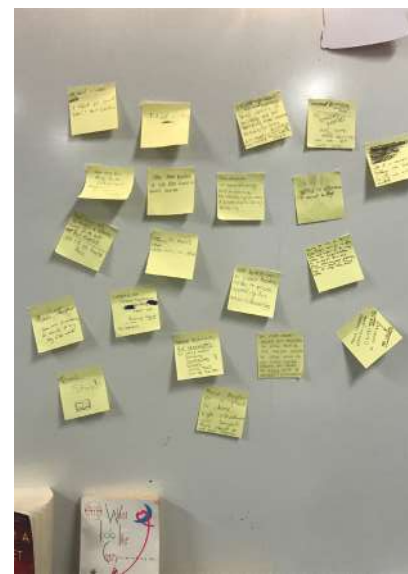
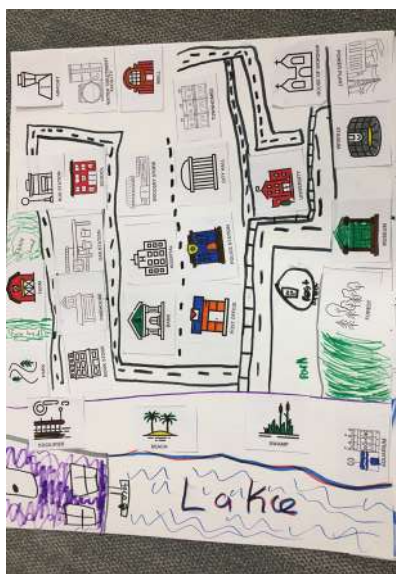
High School Session

The high school session offered an opportunity for students to take a deeper dive into what they loved about their city, and what they would like to see improved. First, students got the opportunity to rate the adults on how they were doing at “running the city” using a real-time voting software. Next, students were divided up into teams to provide input on a series of scenarios involving housing and transportation options in the City. Finally, students provided input on one project they would like to see completed in East Jordan.

BUSINESS AFTER HOURS EVENT

A businesses after-hours session was held at the Community Center in May. This input opportunity was targeted towards members of the business community as well as residents. The goal was to better understand economic development needs and redevelopment priorities from the perspective of local business owners and

Pictured in the bottom center photo is a sophomore high school class engaged in a visioning effort for East Jordan. Upper Left: 3rd grade students identifying assets on a map of East Jordan. Upper Right: 4th grade students designing their ideal city.





Residents and local business leaders who attended the Business After Hours session in May 2019.

leaders. Approximately 50 individuals attended this session, which featured project updates, survey results, and preliminary master plan maps.

COMMUNITY DESIGN CHARETTE

The City of East Jordan chose a collaborative, interactive process to determine residents' values and priorities for the three sites. A design "charrette" is a public engagement technique that invites community residents and stakeholders to create a mutual vision for the physical layout and uses of a site. This differs from older, more reactive approaches, wherein the City and developers come up with potential designs and feasible layouts and then the public weighs in. The charrette kick-off meeting was held the evening of June 17, 2019 at the community center in downtown East Jordan and garnered enthusiastic attendance from over 45 attendees. The meeting began with a brief presentation where City leaders and the consultant team explained the characteristics of each site, including the surrounding road and sidewalk network, parking facilities, adjacent vegetation, as well as sites' topography and where spectacular views of Lake Charlevoix waterfront and Jordan River might be achieved. The team also shared successes of large-scale

redevelopment throughout Michigan to inspire participants' imagination and convey the types of potential to consider. With the stage set, the design activity was initiated.

Residents sat in groups of 5-10 around seven large tables, and each table was presented with a close-up aerial map of the sites and the property boundaries within them. The tables were then given a series of materials to represent their ideas for the former EJ foundry site's future design. They then used markers and semi-transparent trace paper, layered on top of the map, to draw where streets, sidewalks, nonmotorized trails, and public spaces should be located, and used small wooden blocks painted various colors to represent where uses including housing, commercial lodging, businesses, and institutional uses should locate. The participatory exercise incited a period of debate among the tables; residents discussed their views among one another and identified areas of conflict and common themes for their preferences. The City and consultant team circulated throughout the groups to facilitate the process and answer questions but did not participate in the design activity; each table created their vision. Seven designs for the site emerged, one from every table, and each with differences and commonalities. Optimistically, East Jordan residents saw that the former foundry

site's redevelopment could affect positive change by reconnecting the community with its waterfront and providing needed space for new residences and businesses.

Stakeholder Interviews

Having garnered in-depth input from residents for the three redevelopment areas, the City of East Jordan sought to refine the community's concepts into a single implementable plan by consulting with the organizations directly involved in the development process itself. These groups were both public and private entities but prominently included the City of East Jordan DDA, the EJ company, the East Jordan Community Foundation, the East Jordan City Commission and Planning Commission, and the East Jordan Area Chamber of Commerce. A series of four meetings were held on June 18th at East Jordan City Hall. Attendees at the meetings were presented with each of the community's plans from the design exercise and then identified common themes among them and potential challenges to implementing these major themes. Stakeholders were also asked to define partners that would be key in implementing the community's designs, including developers and investors, local governments, and property owners. Stakeholders were also asked their views on how the site should relate to its surroundings, including the natural environment, neighborhoods, and transportation network.

Framework Plans

After receiving this comprehensive feedback from the East Jordan community, the project team and City leadership refined the designs for the EJ site and the community's verbal input on the community center and boat launch into usable plans. The team intended for these site plans to not define detailed aspects of the sites such as the number of buildings, square footage, or building dimensions, but rather to convey the community's preferred layout of uses for the sites. With these general "framework" plans, the City of East Jordan can then proactively market these spaces to prospective

builders and investors and determine details during the development process, bearing in mind that the general design principles for each was determined by the community. These concepts were presented back to the community at a meeting in July 2019 at the community center, and community members in turn provided their feedback on the concepts. The plans were then subsequently refined again using community input. Detailed recommendations for these redevelopment sites can be found in Chapter 9: Redevelopment.

PUBLIC OPEN HOUSE

The City of East Jordan hosted a public Open House in December 2019 to provide an added opportunity for residents and community leaders to review the draft plan and provide recommendations and input. At the event, attendees had the opportunity prioritize draft goals and actions, review master plan maps, and review preliminary concept design ideas for two city-owned properties--the community center and the former boat launch.



Attendees at the Community Design Charrette, discussing the EJ property.



East Jordan Elementary School Students express their views.

Community Profile

3

Close examination of a community's demographic characteristics is essential in understanding its unique challenges and opportunities. A people-centered approach to planning starts with an inventory of the types of people that live there, its economic characteristics and human capital, and also the attributes of the surrounding built environment. The following section highlights East Jordan's demographic composition, compares these figures to other jurisdictions, and examines how the City's characteristics have changed over time.

POPULATION

Growth Rate and Household Size

The 2017 American Community Survey suggests that the City of East Jordan's population was 2,304 people, which is a slight decline of – 2% from the City's population of 2,351 residents at the 2010 Census, although the community survey's large margin of error makes this difficult to say with certainty. This trend of slow population decline is similar compared with aggregate geographies such as Charlevoix County and the State of Michigan during these years (-.2% and -.27%, population decline, respectively). As of 2017, East Jordan's residents live within a total of 993 households.

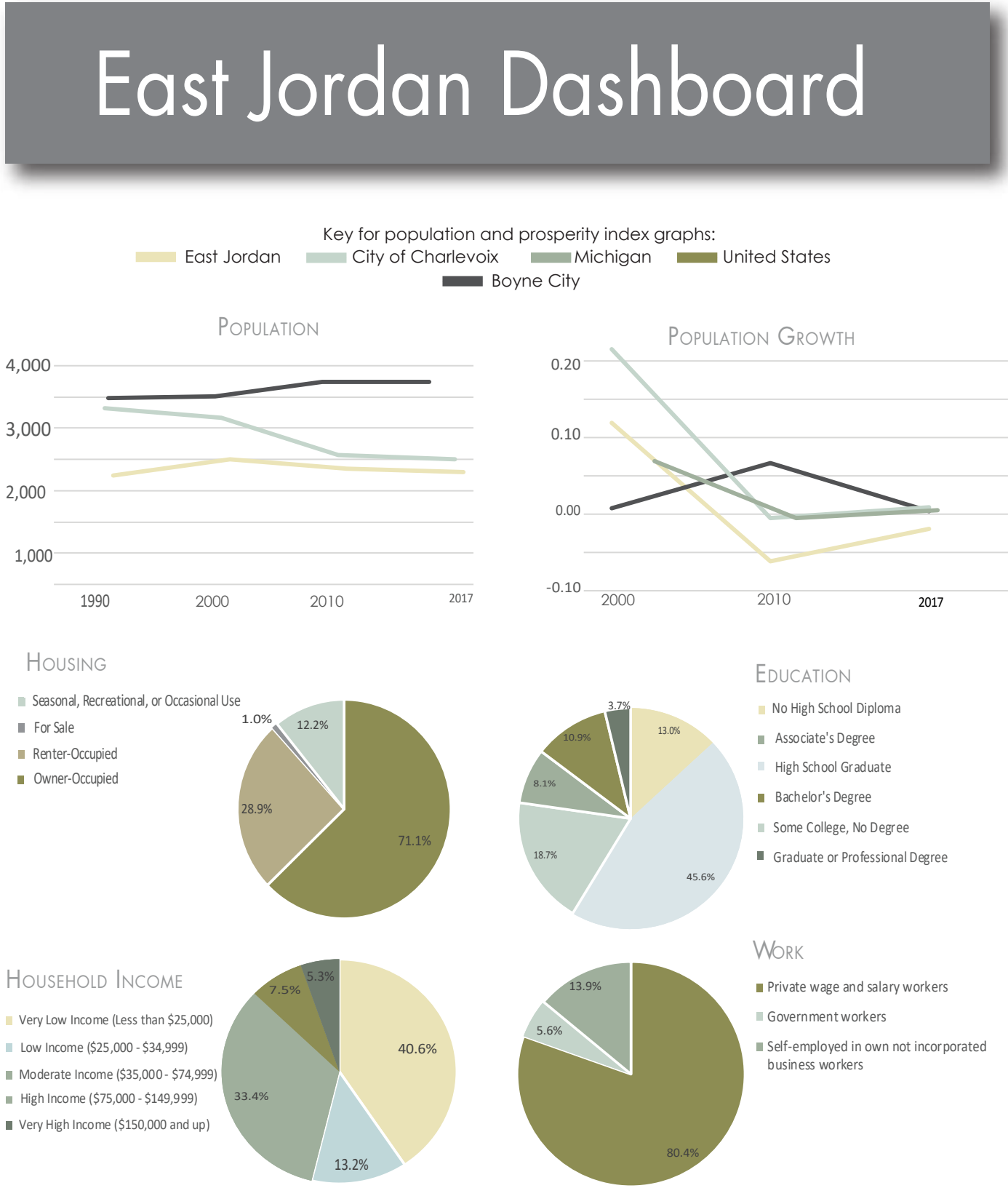
The average size of East Jordan households is 2.31 people as of 2017, which is similar to the community's neighbor, Boyne City (2.29 people), and to Charlevoix County as a whole (2.26 people) but is smaller than Michigan and the United States (2.49 and 2.63, respectively). Interestingly,

East Jordan's average household size in 2017 declined from the City's 2010 number of 2.46 people, although the 2017 community survey's margin of error could account for some of this change. Bearing this in mind, this change could indicate a growing proportion of single-person households and smaller families. Correspondingly, the proportion of family households in East Jordan declined from 64.4% in 2010 to 58.6% in 2017. Further, the percentage of nonfamily households with the householder living alone in East Jordan in 2017 (35.6%) rose from 29.7% in 2010 and this 2017 figure was relatively high compared with Boyne City (31.9%), and the County and State (both 29.2%) .

Age Composition

When viewed as a whole, data from the 2017 American Community Survey indicates that the City's population is getting older. The median age of East Jordan's population in 2017 was 38.8 years, which is slightly higher than the City's median age of 37.1 years in 2010. During these years, the City's relative share of young working professionals between 25 and 39 years old remained relatively unchanged, rising only slightly as a portion of the total population from 18.4% to 19.3% although margin of error gives some reason for uncertainty. This small change is perhaps an encouraging trend considering that these ages are often the most productive years of one's career and that individuals are often able to change careers at these times. Also contributing to the rise in East Jordan's median age, the City's share of residents aged 18 years or younger likely fell as a percentage from 27% in 2010 to 24.7 % in 2017.

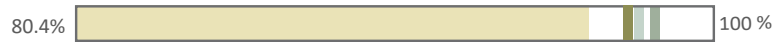
FIGURE 1. EAST JORDAN DASHBOARD



PROSPERITY INDEX



Jobs in the private sector



Ratio of Manufacturing to Retail Jobs



Ratio of non-retail jobs to jobs in retail, arts, accomodation, and food



Households Receiving Cash Assistance



Employed in arts, entertainment, accomodation, and food services



Jobs per 1,000 residents



Number of non-service jobs per 1,000 residents



Higher Education Residents



Residents not completing High School



People in Poverty



Children in Poverty



Households Receiving Food Stamps



HOUSEHOLDS

993

total households

2.31

person average household size

58.6%

Family Households

650

median gross rent

29.5%

housing units with a mortgage

EDUCATION

360

population enrolled in school

87%

high school graduate or higher

14.6%

bachelor's degree or higher

COMMUTING

91%

workers who commute

77.5%

commuters who drive alone

16.6

minute average commute

EMPLOYMENT

7.3%

unemployment rate

9.2%

civilian veterans

INCOME

\$32,534

median household income

\$22,436

median earnings for workers

\$51,050

male full-time, year-round earnings

\$40,824

female full-time, year-round earnings

22.3%

population in poverty

24.7%

children in poverty

TOP INDUSTRIAL SECTORS

13.7%

education, health care, social assistance

11.8%

arts, recreation, accommodation, food

30.7%

manufacturing



The East Jordan weekly Farmer's Market.

Another factor contributing to the community's rising median age was the movement of a significant portion of the City's population into retirement ages. Over one-fifth (20.6%) of East Jordan's population was 62 years of age or older in 2017, a figure that increased steadily from the share of 18% in 2010. In addition to this burgeoning share of retirees, one-quarter (25%) of the City's population was between the ages 50 and 64 in 2017. This indicates that another significant portion of the community's workforce is likely headed from late-career into retirement within the next decade, further compounding the need for amenities specific to these ages.

Comparison of these figures across geographies gives additional context to the City's age figures. Although East Jordan's 2017 median age of 38.8 years was similar to the figure for the State of Michigan (39.6 years), this figure was markedly younger than Boyne City's median age of 42.5 years and Charlevoix County overall (47.7 years). These figures

indicate that Boyne City and townships in Charlevoix County are home to an even larger share of retirees and older working-age individuals. In fact, American Community Survey data reveals that 38 percent of Charlevoix County's 26,160 residents are between the ages of 50 and 74 years. These figures show that even though seniors make up a growing share of East Jordan's population, the City has a smaller share of these residents compared with larger and neighboring geographies.

SOCIOECONOMIC INDICATORS

Education

Level of educational attainment serves as a key link to economic stability and mobility in the United States, and within a population, largely determines the shape of a City's local economy. Data reveals that high school graduation rates amongst East Jordan's residents are in the same ballpark as those for aggregate geographies. The proportion of the City's population with at least a high school diploma in 2017 was

87% while percentages for the county, state, and nation were 93.6%, 90.2%, and 87.3%, respectively.

Despite these baseline levels of education, attainment of higher education is relatively low in East Jordan; only 14.6 % of the City's population had attained at least a bachelor's degree as of 2017 while the statewide and national figures were 28.1% and 30.1%, correspondingly. East Jordan's rates of higher educational attainment are also relatively low compared with neighboring Boyne City where 30 percent of the City's residents had completed at least a bachelor's degree. On an encouraging note, this figure has risen in East Jordan since its 2010 level of 9.2%, indicating that some of the City's recent population growth is perhaps coupled with increased economic activity. Further, the proportion of East Jordan residents with a graduate or professional degree or higher was particularly low (3.8%) compared with the statewide percentage (9.6%). These figures indicate that both building human capital and attracting educated households will be a key challenge, particularly as the "jobs follow people" paradigm, associated

with the 21st century economy, continues to develop.

Income and Earnings

The strong correlation between educational attainment, income, and economic diversity is demonstrated clearly in East Jordan. Median household income in East Jordan was 32,534 dollars per year, while that figure was roughly one-third higher in neighboring Boyne City where median household income of 50,956 dollars per year is similar to the statewide figure. Notably, this figure has not risen dramatically in East Jordan since its 2010 level of 32,022 dollars per year, as it has in much of the rest of the state. Similarly, unemployment rates are typically associated with lower rates of educational attainment, which holds somewhat true in East Jordan's case. The City's unemployment rate in 2017 (7.3%) was similar to the State's (7.4%) but relatively high compared with Boyne City's (6%) and with the nation's (6.6%).

Within these general economic characteristics, a close examination reveals that a troublingly large proportion



Black Birch is a relatively new and thriving design-build business recently opened in East Jordan.

of East Jordan families live on very low incomes. In fact, over half (53.8 %) of the City's households have annual incomes in the poverty range, which is defined as less than 34,999 dollars per year or less. Notably, this figure has held steady since its 2010 level (53.7%), further indicating that the City has not taken part in Michigan's recent economic recovery. Moreover, another third (33.4 %) of East Jordan households have annual incomes in the "moderate" range, defined as between 35,000 dollars per year and 74,999 dollars per year. Taken together, 87.1 of East Jordan make less than 74,999 dollars per year. This reveals that economic growth will be a major challenge for the community moving forward.

Corresponding to these figures on household income, other survey data suggests that a large portion of East Jordan households live below federally-defined poverty thresholds. The U.S. Census Bureau determines poverty thresholds for households by comparing income with number of residents; a household of 2 people with an annual income of \$35,000 would not be in poverty status, while a household of 5 people with the same income would (U.S. Census, thresholds). According to these definitions, 22.3% of East Jordan's is in poverty. This is a relatively large share compared with neighboring Boyne City (12.6%), Charlevoix County (11.6%), and the State of Michigan (15.6%). Further, even larger proportions of the City's youth population live in poverty, reflecting the economic burden of raising a family. An estimated 24.7% of the City's population under 18 years of age was listed as living in poverty while that figure was 29.8% for the population under 5 years of age.

Employment and Economy

The causes of these trends toward lower incomes for East Jordan households are reflected in the breakdown of employment by sector within the City. Employment in entertainment, accommodation, and food service-related occupations comprises a large share of total employment in East Jordan (11.8%), as it does for many northern Michigan communities (21%

in Boyne City). Median annual earnings for employment in this sector are 20,294 dollars, making these jobs some of the lowest-paying in the community. Further, employment in education and healthcare professions make up another large share of employment for East Jordan residents (13.7%) but likewise yield modest pay. Median annual incomes for residents employed in this sector are only 31,875 dollars. Notably absent in the community's employment are jobs in finance, information, insurance, and real estate – higher-paying professions associated with the 21st century economy.

On the other hand, ACS data indicates that East Jordan's strong economic ties to manufacturing continues to provide robust forms of employment and elevated incomes. Employment in manufacturing occupations makes up a disproportionately large share of the City's employment (30.7%) compared with statewide and national figures (18.4%) and (10.3%), correspondingly. Meanwhile, median annual earnings for East Jordan residents working in this sector is 47,773 dollars – considerably above per capita earnings in the City (20,606 dollars per year). Considering that manufacturing jobs often do not stipulate high levels of education for employees, this economic sector is key to the City's future. Conversely, it is also critical to consider the need for economic diversity and the risk for communities that can accompany large single employers, as the 2008 recession showed.

Housing

An examination of housing data for East Jordan shows the predominance of owner-occupied housing (71.1% of housing units), at rates similar to the State of Michigan's as a whole (71% of housing units), but less than Charlevoix County's (81.1% of housing units). Further, the City's homeownership rate may have even risen since 2010, at which time it was 66.4% of housing units, although margin of error could account for some of this rise. Rates of rental housing in the City in 2017 suggest that although most East Jordan households choose to own, the City contains a concentration of rental



A diversity of new and longstanding independently owned businesses in East Jordan is testament to the creativity of its residents.

housing not found elsewhere in Charlevoix County. The figure also may indicate that the lower incomes characteristic of East Jordan households continues to stymie their dream of homeownership. Interestingly, the City of East Jordan displays relatively low levels of seasonally-occupied homes (12.26% of community housing units are seasonally occupied).

The cost of housing is a pressing concern for communities everywhere and particularly as Michigan's economy continues to shift from manufacturing to services and information. An examination of East Jordan's housing reveals that housing costs are relatively low compared with larger geographies. For homeowners in East Jordan, median mortgage payments (901 dollars per month) are about one-third lower than payments for Charlevoix County residents (1,208 dollars) and for the average State of Michigan resident (1,251 dollars). Correspondingly, median rent for non-homeowners in East Jordan is also relatively low (650 dollars per month) compared with figures for the county and state (702 and 824 dollars per month, respectively). These figures indicate that East Jordan's relative affordability, compared with other geographies will be an asset moving forward.

Although these figures indicate some degree of affordability as an asset for the East Jordan community, an examination of the City's housing cost to income ratio suggests that price of housing relative to incomes is in fact a pressing concern. The relative burden of housing as an expense for households is determined by figuring their monthly housing expenses as a percentage of monthly earnings. In calculating this, households spending more than 30% of their monthly income on housing are considered "cost burdened". Considering this definition, 43.2% of East Jordan households that rent spend greater than 30 percent of their monthly earnings on monthly rent, while over one-third (36.6%) of East Jordan households that own spend more than 30% of their monthly income on housing. These expenses degrade the community's economic vitality by reducing

the disposable income of households, preventing wealth accumulation, and increasing the risk of foreclosure.

Housing Variety

Other data from the 2017 American Community Survey indicate that East Jordan offers a relatively narrow array of housing options, which likely contributes to much of the community's housing cost concerns. Among the City's 1,175 housing units, 69% are single-family, detached housing units. Meanwhile, multifamily housing units (situations in which there are two or more dwelling units in one building) makes up only 14.8% of the City's total housing supply. Although affordable workforce housing is notably difficult for cities to facilitate, and particularly when real-estate markets are more profitable for summer cottages and condos, these numbers indicate that a more diverse range of housing options, including duplexes, triplexes, and townhomes, could help alleviate the City's cost burden. In any case, this data indicates that encouraging housing variety and affordability will be a key challenge for the community, particularly as more residents move into retirement and attracting a younger workforce becomes a priority.

Business

According to the Environmental Systems Research Institute's (ESRI) business analyst software, 144 businesses are located within East Jordan and collectively employ 2,223 people. This figure on the number of employed people in the community includes workers that commute to East Jordan for work, not just residents that are employed in the City boundaries. Since there are only 1,053 employed residents of East Jordan, the jobs-to-workers within the City is 2.11, meaning that there is a net influx of workers into the City for work. As of 2020, 713 workers total are employed with the EJ company in Charlevoix and Antrim Counties. Most of these jobs, a total of 524, remain at the foundry in East Jordan, while 189 jobs have moved to the new facility in Warner Township in Antrim County. Resultingly, a large share of the

jobs in East Jordan, about 23.5%, are still in the manufacturing sector.

Other figures from ESRI's business report suggest that the remainder of employment in East Jordan is in service sector jobs such as retail, healthcare and social services, education, and food service. According to this data, 12.2 % of the jobs in East Jordan were associated with the federally-defined industrial classification of education. Meanwhile, 9.6% of employment in East Jordan was in education jobs. Predictably, these figures correspond to the relatively large shares of East Jordan residents employed in these sectors and suggest that they are key in the community's economic composition. Likewise, 8.9% of the jobs in East Jordan were fell within accommodation and food service, while 10.4% of the community's employment was within retail. Although the percentages of these sectors as shares of the City's total employment may have grown with the recent relocation of EJ, much of the raw numbers of these jobs likely remain accurate.



An overlook on the Jordan River Spreads.

Natural Features

4

East Jordan, and the surrounding area, is fortunate to have an abundance of unique natural resources. The City recognizes the intrinsic value of these resources as well as their contribution to economic development and overall quality of life. To this end, this chapter examines East Jordan's key natural assets and sets a broad path for these features to be integrated into the City's future land use.

LAKE CHARLEVOIX

Lake Charlevoix has been one of East Jordan's key assets throughout the City's history and will continue to be imperative as the community moves forward. Lake Charlevoix is the third largest inland lake in Michigan and has a surface area of over 17,000 acres. The lake also has the longest shoreline of any inland lake in Michigan, with over 60 miles of shore. This unique body of water has two distinct arms; the main basin, which encompasses 14 miles between Charlevoix and Boyne City, and the South arm, which extends more than 8 miles from the main basin south to East Jordan. Uniquely, Lake Charlevoix is one of the deepest lakes in Michigan, with a maximum depth of 122 feet. The Lake is fed primarily by the Jordan and Boyne Rivers, and its waters eventually flow to Lake Michigan through Round Lake and the Pine River Channel. Lake Charlevoix is surrounded by 10 jurisdictions, including seven townships and three cities.

Although the Lake has supported industrial development in the past, Lake Charlevoix has been increasingly used for recreation. As of 2019, 85% of the Lake's shoreline has been developed to some

extent and many shoreline residents have watercraft docked on their properties and a variety of public and private marinas, including East Jordan's municipal harbor, exist around the lake. A variety of land uses exist along the Lake Charlevoix shores within the City of East Jordan. Single-family residential and multiple-family residential exist along the eastern and western shores of the Lake and near the edges of the City, while marine-related commercial uses are located near the southern end of the Lake on Water Street. Redevelopment of the EJ property along the southern east side of the lake will play an important role in East Jordan's future. Recreational access to Lake Charlevoix is provided by the City at locations including the Tourist Park, the Campground, Elm Pointe Park on the west shore of the Lake, Memorial Park on the east shore of the Lake, and the City-owned marina. Although water quality in the Lake is very high, invasive species including phragmites, zebra mussels, purple loosestrife, and gobies threaten natural ecosystems. Nonpoint source pollution from lakeshore residences, commercial establishments, roads, and farms continue to degrade water quality.

THE JORDAN RIVER

The Jordan flows 33 miles from its headwaters in Antrim County to where it empties into the South Arm of Lake Charlevoix adjacent to downtown East Jordan. The river was the first to be designated by the State of Michigan into Michigan's Natural River System. This program is a system that provides for the protection, preservation, and

enhancement of designated Rivers in Michigan. The river system's drainage area encompasses roughly 100,000 acres of land, while the Jordan River Spreads, located near its mouth, encompass over 100 acres of ecologically-diverse marshlands. Throughout its history in the 1800's and early 1900's the Jordan was used as a log driving stream, allowing felled trees to be transported to mills in East Jordan and Boyne City.

The Jordan River and the lands immediately surrounding it provide numerous recreational opportunities as of 2019. Snowmobile trails are located near to the River's banks at many places and the River is a favorite for those interested in fishing, kayaking, and canoeing. Hikers enjoy more than 18 miles of trail along the Jordan River pathway, which is managed jointly by the Department of Natural Resources, and by the North Country trail association. Meanwhile, the River's delta at the South Arm are used regularly for birding and wildlife observation, boating, and fishing. The City's Sportsman's Park, which is located at the northern edge of the delta provides public access to the River and its delta.

LAKE CHARLEVOIX WATERSHED

A watershed refers to a geographic area within which all stormwater and groundwater eventually flows via gravity to a large waterbody. With the City of East Jordan's location at the Southern tip of the South Arm of Lake Charlevoix, the entire community is positioned within the Lake Charlevoix watershed. This watershed encompasses an area of nearly 332 square miles throughout Antrim, Charlevoix, Emmet and Otsego counties, and is one of the largest drainage basins in northern Michigan. The two primary tributaries of Lake Charlevoix, the Boyne and Jordan Rivers, drain over 70% of the land in the watershed.

Sedimentation, increased nutrient loading, habitat loss, and increasing water temperatures are among the major threats to waterbodies such as Lake Charlevoix and the Jordan River. Local advocacy and stewardship groups, like the Tip of the Mitt Watershed Council and the Friends of the Jordan River Watershed, are responding to these threats and employing techniques to protect the water quality of Lake Charlevoix, the Jordan River, and

LAKE CHARLEVOIX WATERSHED MANAGEMENT PLAN

The Lake Charlevoix Watershed Management Plan lists the following series of goals for protecting the watershed.

1. Protect the diversity of aquatic habitats.
2. Protect and improve the quality of water resources in the Lake Charlevoix Watershed
3. Maintain excellent recreational opportunities.
4. Preserve and protect the natural character and heritage of the Lake Charlevoix Watershed.
5. Support sustainable watershed management programs and practices in the Lake Charlevoix Watershed.
6. Develop effective educational and communication efforts and programs that support and promote watershed protection activities.

other waterbodies throughout the Lake Charlevoix Watershed. These groups, composed largely of local volunteers, work to monitor local water quality, educate residents about the importance of water quality, plan for the protection of water resources and implement a variety of projects to protect water quality.

Consistently high water quality levels have been recorded throughout more than 40 years of water quality monitoring in Lake Charlevoix. Although the Lake's large surface area and depth, and resulting large volume, coupled with relatively low levels of development have helped to limit water quality degradation, increasing development and impacts of climate change threaten this resource. Water quality data stretching back to 1967 indicates consistent high levels of water quality in the Jordan River. The City of East Jordan is listed as an "Acute Critical Area" in which water quality management efforts need to be implemented by the Tip of the Mitt Watershed Council's Lake Charlevoix Watershed Management Plan. The plan indicates that because of its highly-developed nature, urban stormwater from the City's streets and other impervious surfaces are a significant source of nonpoint source pollution in Lake Charlevoix.

WATERSHED PROTECTION

A variety of practices exist to minimize impact to watershed quality in terms of nonpoint source pollution. Low Impact Development (L.I.D.) techniques can be used to reduce the impacts of stormwater runoff and to protect water quality. L.I.D. is a method of stormwater control that promotes managing stormwater where the precipitation falls. Rather than collecting stormwater and removing it through pipes as quickly as possible, L.I.D. seeks to mimic a site's hydrology pre development and promote the slowing of stormwater runoff speeds and increase stormwater retention and percolation. The use of these techniques can help to reduce or prevent:

- Flooding and property damage
- Degradation of stream channels

L.I.D. DEVELOPMENT MANUAL

The Low Impact Development Manual for Michigan suggests the following L.I.D. best management practices.

Nonstructural Best Management Practices:

- Cluster development
- Minimize soil compaction
- Minimize total disturbed area
- Protect natural flow pathways
- Protect riparian buffers
- Protect sensitive areas
- Reduce impervious surfaces
- Stormwater disconnection

Structural Best Management Practices:

- Stormwater runoff infiltration methods such as bioretention areas, rain gardens, pervious pavement, and infiltration basins and trenches
- Vegetated roofs and rainwater capture and reuse
- Constructed wetlands
- Underground stormwater detention
- Restoration of riparian buffers and native vegetation



Flooding at Tourist Park.

TABLE 1. WETLAND COVERAGE BY TYPE

	CITY OF EAST JORDAN LAND AREA	TOTAL WETLANDS IN EAST JORDAN	EMERGENT WETLANDS	FORESTED AND SHRUB WETLANDS
Square Miles	2.93	0.68	0.16	0.51
Percentage of Total Land Area	100%	23%	5%	17%

- Soil erosion and sedimentation
- Loss of habitat
- Increased surface water temperatures
- Surface water pollution

Additionally, the use of L.I.D. techniques can allow for better groundwater recharge and improve the aesthetic quality of the landscape. A variety of techniques are applicable in East Jordan and should be promoted with public and private development. Techniques to consider include both structural and nonstructural best management practices.

The City may wish to explore a comprehensive stormwater control regulation that incorporate the use of these techniques. Additionally, the City zoning ordinance should be analyzed to ensure that its standards promote the use of L.I.D. techniques and the protection of water quality.

WETLANDS

Wetlands are an important natural resource that provide aesthetic and functional benefits. Wetlands perform a variety of critical natural functions including:



The Jordan River, near where it empties into the South Arm of Lake Charlevoix.

MAP 1. WETLANDS

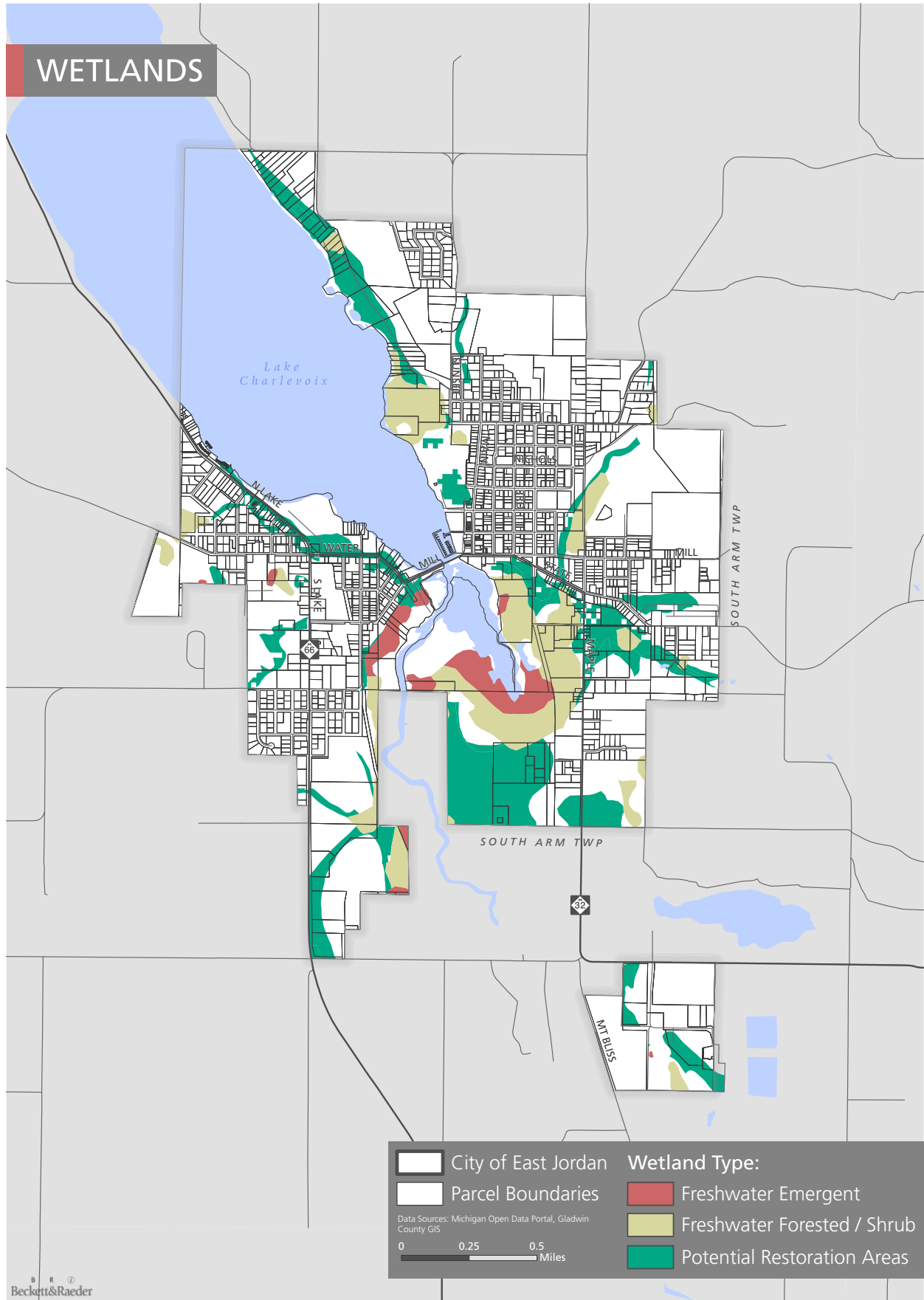


TABLE 2. 100-YEAR FLOODPLAIN LAND COVER

	CITY OF EAST JORDAN LAND AREA	100-YEAR FLOODPLAIN IN EAST JORDAN
Square Miles	2.93	0.51
Percentage of Total Land Area	100%	17%

- Flooding and stormwater runoff control
- Water quality improvement and filtration
- Erosion and sedimentation control
- Recharge groundwater
- Provide wildlife and bird habitat
- Provide natural open space and aesthetic areas
- Provide recreational opportunities

The wetland map shows that a variety of wetlands exist within the City of East Jordan. In the City, wetlands comprise nearly one fifth (18%) of the total land area, and most of the community's wetlands are located in the City's south near the mouth of the Jordan River and its delta. This includes both emergent wetlands, which are submerged under the river's waters most of the time and forested and shrubland, which are dry for at least part of the year. Although shrublands comprise the majority of the wetlands in the Jordan River valley, both types of wetlands provide natural habitat for a variety of plant species including cedar, balsam poplar, black ash, and red maple trees, and rushes and sedges, as well as many types of insects that support the rest of the ecosystem. Other wetlands are dispersed throughout the City including to the north of downtown and along Lake Charlevoix, in the residential neighborhood north of State Street, and to the City's south along M-66.

Typically, EGLE only regulates wetlands that are five acres or larger. Smaller wetlands may be regulated if the wetland is located contiguous to a lake, pond, river, or stream, or is considered to be "essential to the preservation of natural resources of

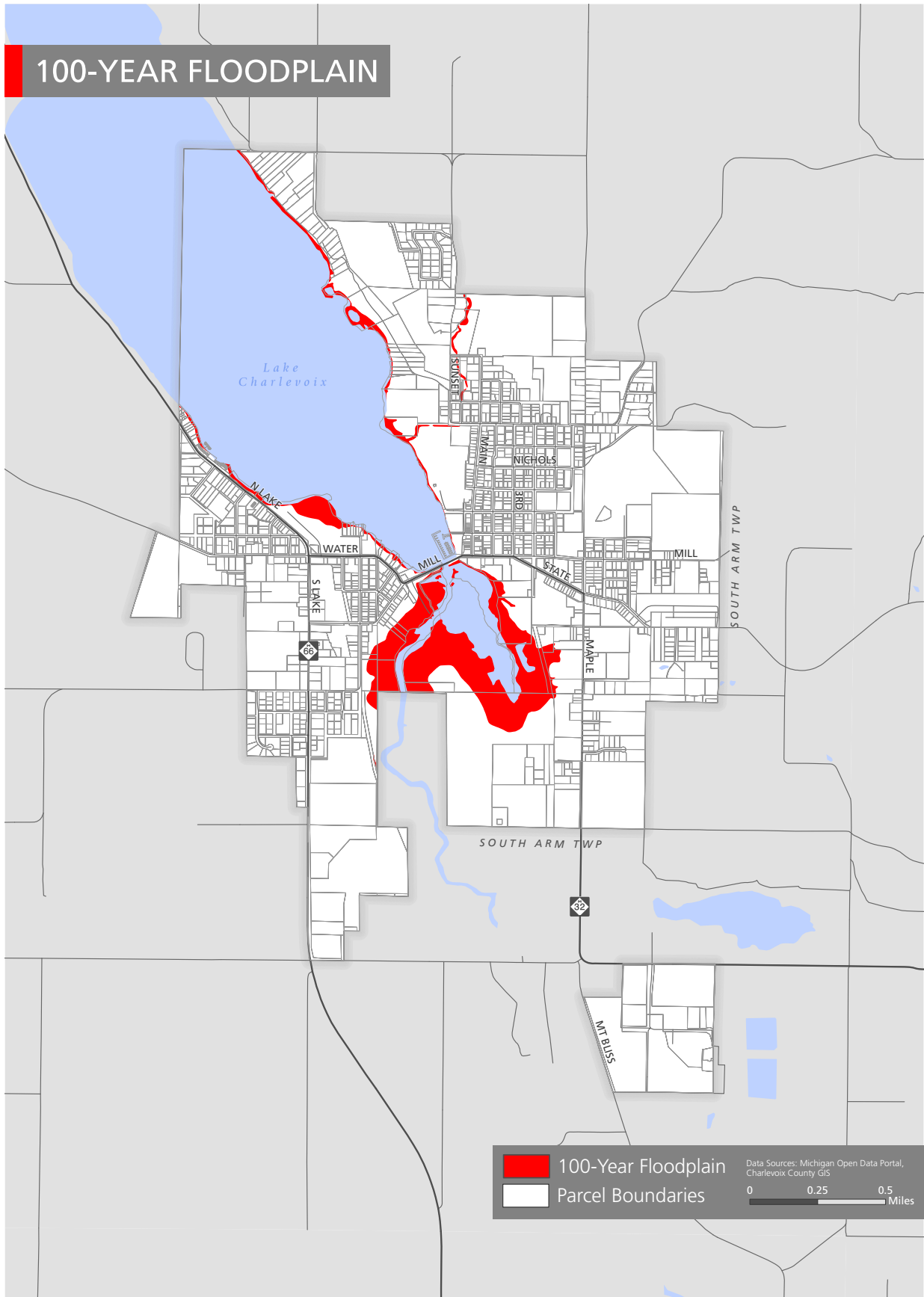
the state." Local units of government have the option of adopting a local ordinance that protects smaller wetlands not protected by the State regulations.

FLOODPLAINS

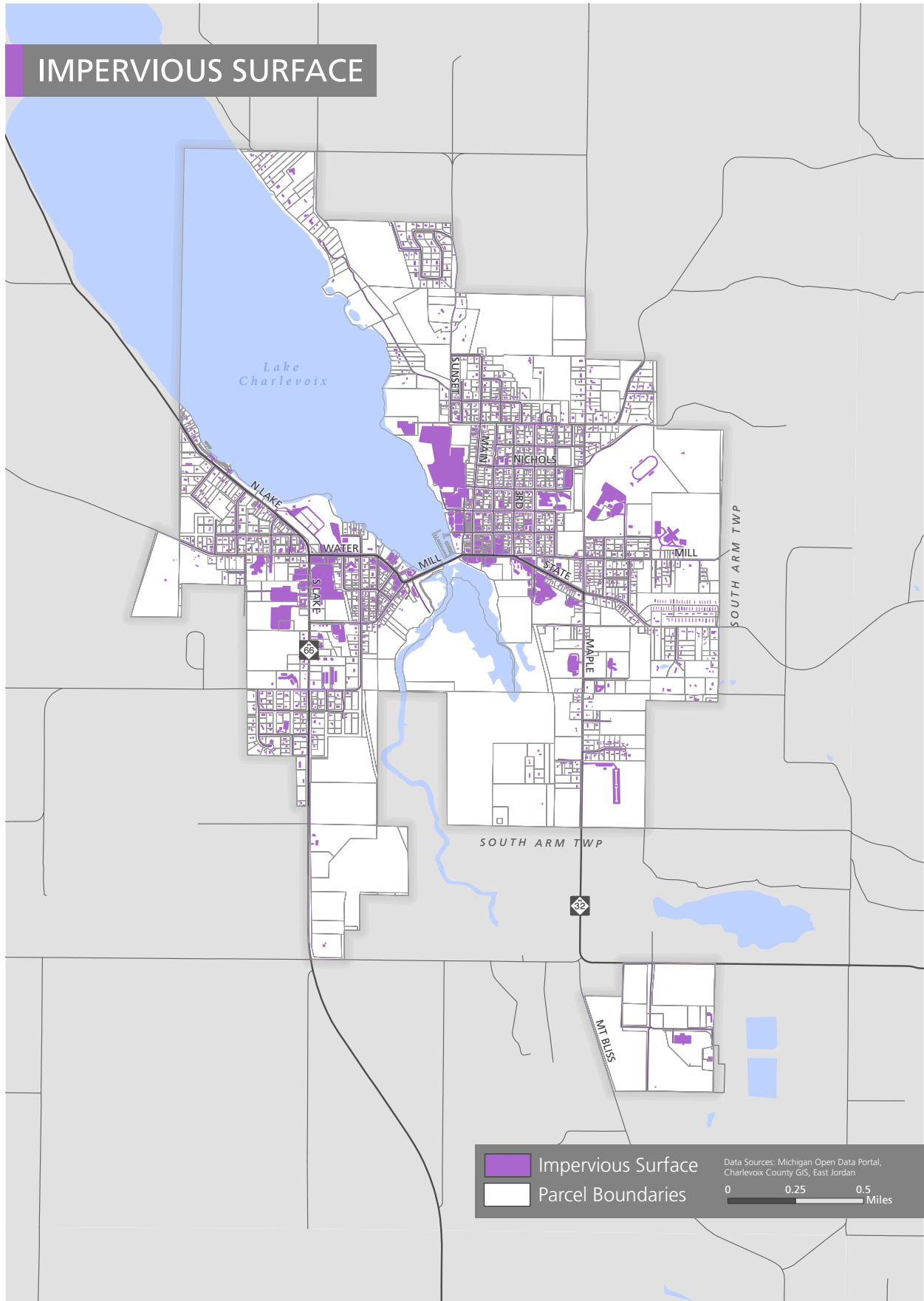
The Federal Emergency Management Agency (FEMA) develops Flood Insurance Rate Maps (FIRMs) for each County in the United States. According to the agency, the FIRM is "the primary tool for state and local governments to mitigate the effects of flooding in their communities." The National Flood Insurance Program was created in 1968 to reduce future damage and proved an insurance program that would help protect property owners located in floodplains. The FIRM shows areas subject to flooding, based on historic, hydrologic, hydraulic, and meteorological data as well as flood controls. The maps identify a base flood elevation (BFE), sometimes referred to as the 100-year flood zone. These are areas with a 1% chance of flooding in any given year. FEMA points out that these are only probabilities, and not forecasts. The floodplain map shows that most of the 100-year flood zone identified by FEMA in East Jordan is located along the Lake Charlevoix shoreline and surrounding the Jordan River Spreads in the southern extent of the City.

Although flooding events in East Jordan and in Charlevoix County in general have been infrequent, winter and spring are the most likely flooding seasons. Additionally, flooding due to heavy precipitation events can occur at any time. The Charlevoix County Natural Hazards Mitigation Plan identifies

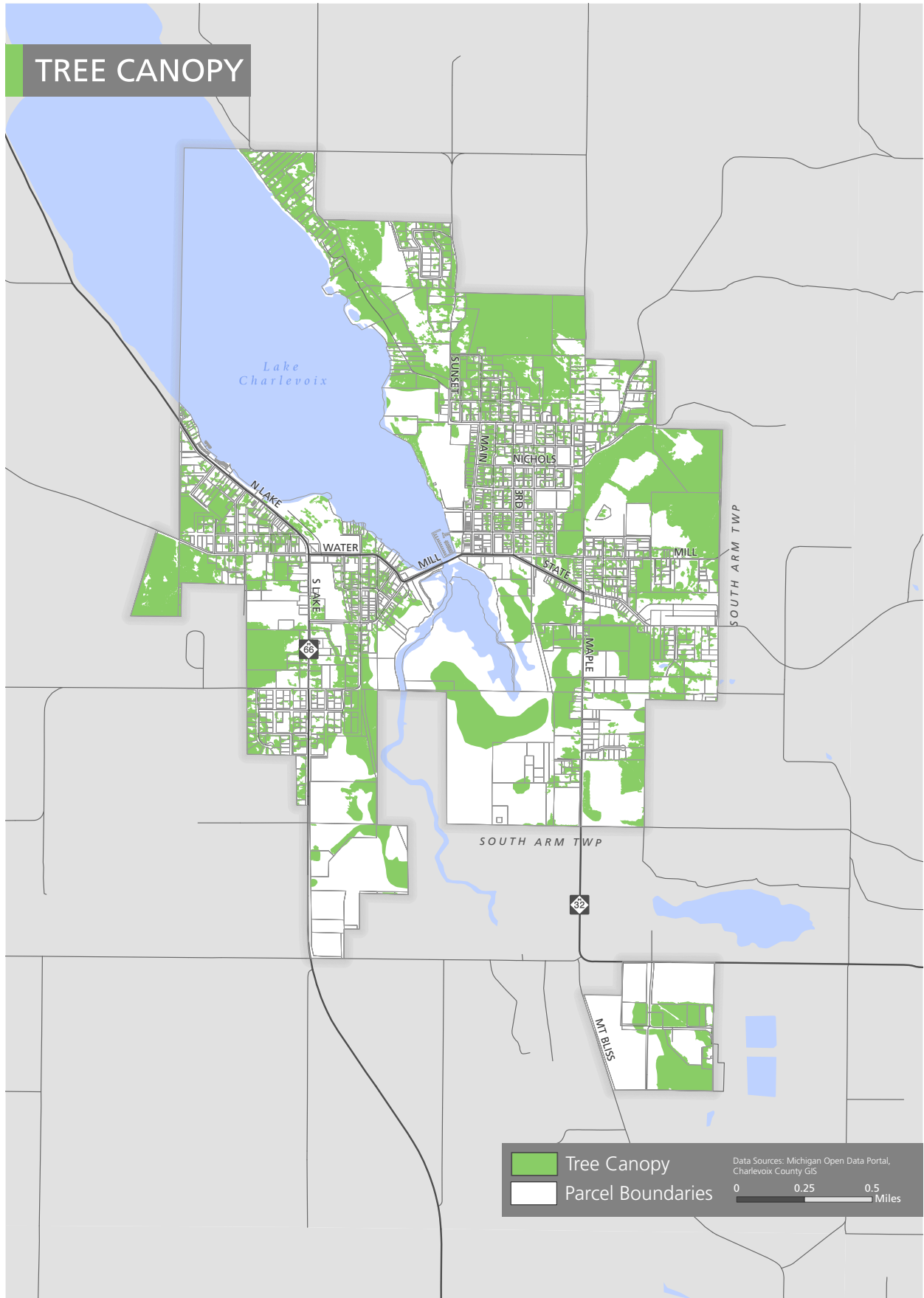
MAP 2. 100-YEAR FLOODPLAIN



MAP 3. TREE CANOPY



MAP 4. IMPERVIOUS SURFACE



MAP 5. IMPERVIOUS SURFACE & TREE CANOPY

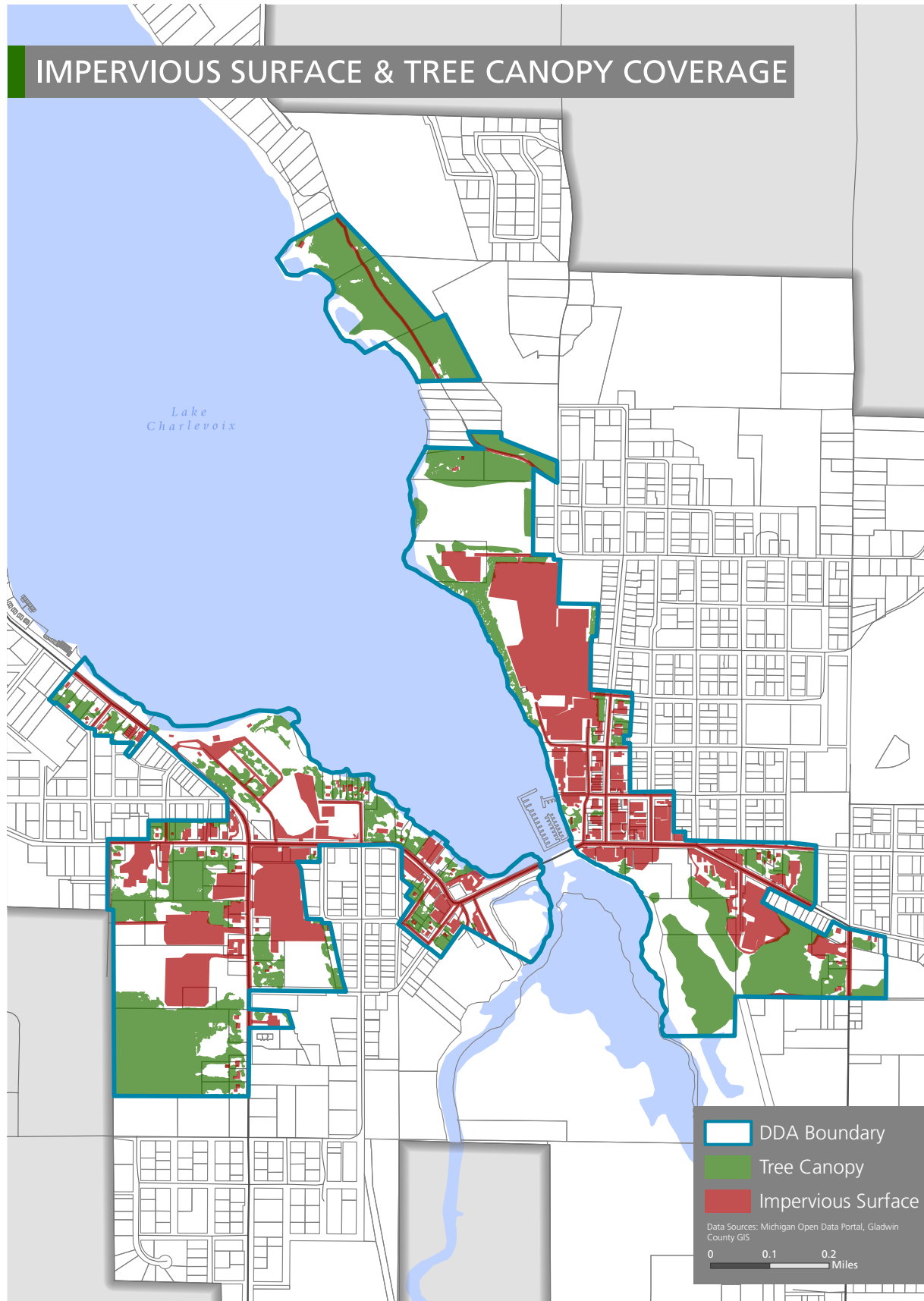


TABLE 3. PERCENT TREE CANOPY

	CITY OF EAST JORDAN LAND AREA	TREE CANOPY
Square Miles	2.93	0.91
Percentage of Total Land Area	100%	31%

potential flooding in the East Jordan area and along the Boyne River as the third highest “Natural Hazard Priority Area.” Traditional riverine floodplain flooding is a concern and heavy runoff that overwhelms storm sewer infrastructure can cause additional flooding in low-lying areas. As the frequency and intensity of heavy precipitation events increases, the potential for flooding also increases. East Jordan should evaluate the ability of its stormwater infrastructure to accommodate increasingly strong storm events and facilitate the use of green infrastructure and low impact development to better accommodate high volumes of precipitation.

TREE CANOPY

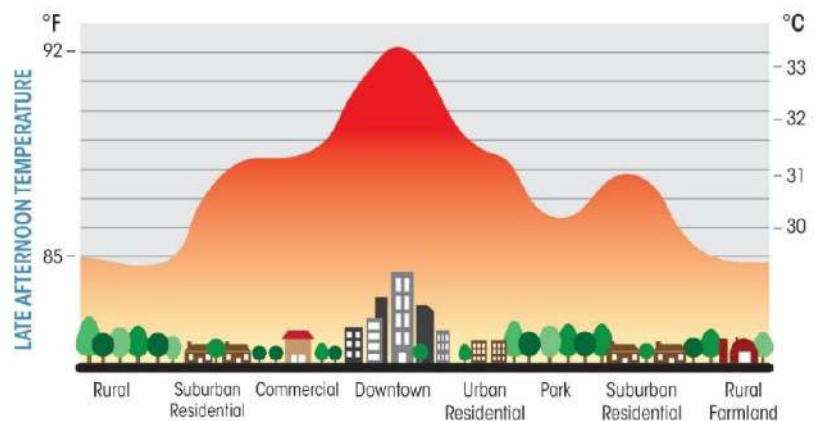
Although East Jordan is largely developed as of 2019, some areas within the City remain wooded. There is also substantial tree canopy present in many of the City’s established residential areas and parks. These wooded areas exist on public land such as in right of ways and public spaces, as well as on private property such as in yards and adjacent to private structures. Tree canopy provide a variety of benefits to East Jordan including:

- Improved natural and aesthetic character
- Visual barriers between conflicting land uses
- Reduced erosion and stormwater runoff
- Reduced air pollution
- Increased wildlife habitat
- Reduced ground and water temperatures
- Reduced energy costs through building shading

Major wooded areas are located on the East Jordan Public Schools’ properties in the central portion of the City, adjacent to the Jordan River Spreads in the southern extent of the community, and on larger undeveloped parcels in the northern portion of the City. Mature street trees can be found along a majority of the City’s streets outside of downtown. Although this robust tree canopy exists, the City could consider strengthening its tree planting program on public properties to increase overall tree canopy. Street trees should be included in all street improvement projects and efforts should be made to introduce street trees along roads in commercial areas of the City. A map showing the existing tree canopy cover in the City of East Jordan is shown in the Tree Canopy cover map.

Heat Island Effect

Particular attention should be given to tree canopy coverage within the developed area of East Jordan, specifically the Central Business District.



The rising temperatures associated with fewer trees and larger expanses of impervious surfaces.

When communities experience heat waves, air temperatures can vary significantly from place to place, both during the day and at night. Some of these differences can be attributed to the varying types of land cover found throughout the community. For example, temperatures can be significantly lower at night in locations with a heavy tree canopy and very little pavement, versus locations with little greenery and lots of pavement.

Impervious surfaces such as paved parking lots, roadways, and buildings absorb large amounts of heat from the air and from sunshine. This heat is radiated back into the surroundings when temperatures begin to fall. At the same time, tree canopy and other vegetation tend to help cool an area through evaporation, transpiration of water, and by providing shade. In places with a high percentage of impervious surface and little tree canopy, the immediate surroundings can be much warmer.

Please refer to the Tree Canopy Map and Impervious Surface Map for community-wide mapping of each. The combined impervious surface and tree canopy map for the DDA boundary helps indicate where future trees planting efforts should be focused in the downtown district and EJ property.

SOILS

According to the Soil Survey of Charlevoix County, Michigan, there are four general soil associations present in East Jordan:

Emmet-Leelanau Association

Well-drained, nearly levels to very steep loamy and sandy soils on moraines. These soils are found in a very small portion of East Jordan near the northern boundary of the City.

Emmet-Barker Association

Well-drained or moderately well-drained gently sloping to steep loam soils on moraines. These soils are located in a small location in the southwest corner of the City.

Kalkaska-Mancelona Association

Well-drained or moderately well-drained, nearly level to gently sloping sandy soils on lake plains and valley trains. These soils are found in a majority of the City on both the west and east sides of Lake Charlevoix's South Arm.

Carbondale-Lupton-Tawas Association

Very poorly-drained, nearly level to gently sloping organic soils on depressional areas on till plains, outwash plains, and lake plains. These soils are found in the southern portion of the City surrounding the Jordan River.

The soils within the City generally make for few limitations for building site development. The poorly-drained highly-organic soils surrounding the Jordan River are generally unsuitable for building or septic fields and remain largely undeveloped. Specific site characteristics ultimately determine the feasibility of development throughout the City and should largely determine future development patterns.



While there are a significant number of trees in East Jordan, opportunity exists to increase the urban tree canopy cover throughout the city, especially in the downtown.



East Jordan Elementary School is located in a historic brick structure.

Community Facilities

5

Community services, including healthcare, education, public safety, and recreation, play an important role in determining which communities are desirable locations to move to. Keeping this in mind, different services add value for different residents; families looking to purchase a home may be more interested in quality schools while young residents might prefer access to outdoor amenities. No matter which preferences households have, essential services nevertheless determine quality of life for residents within their given community. Investments in public infrastructure serve to catalyze private development and is therefore a key determinant of economic wellbeing for a community. The City of East Jordan, in coordination with County and State government, offers a broad array of services that contribute to high quality of life. This chapter discusses current community facilities and services in East Jordan. Please see the Community Facilities map for a listing and location of key community facilities in the City.

WATER AND SEWER

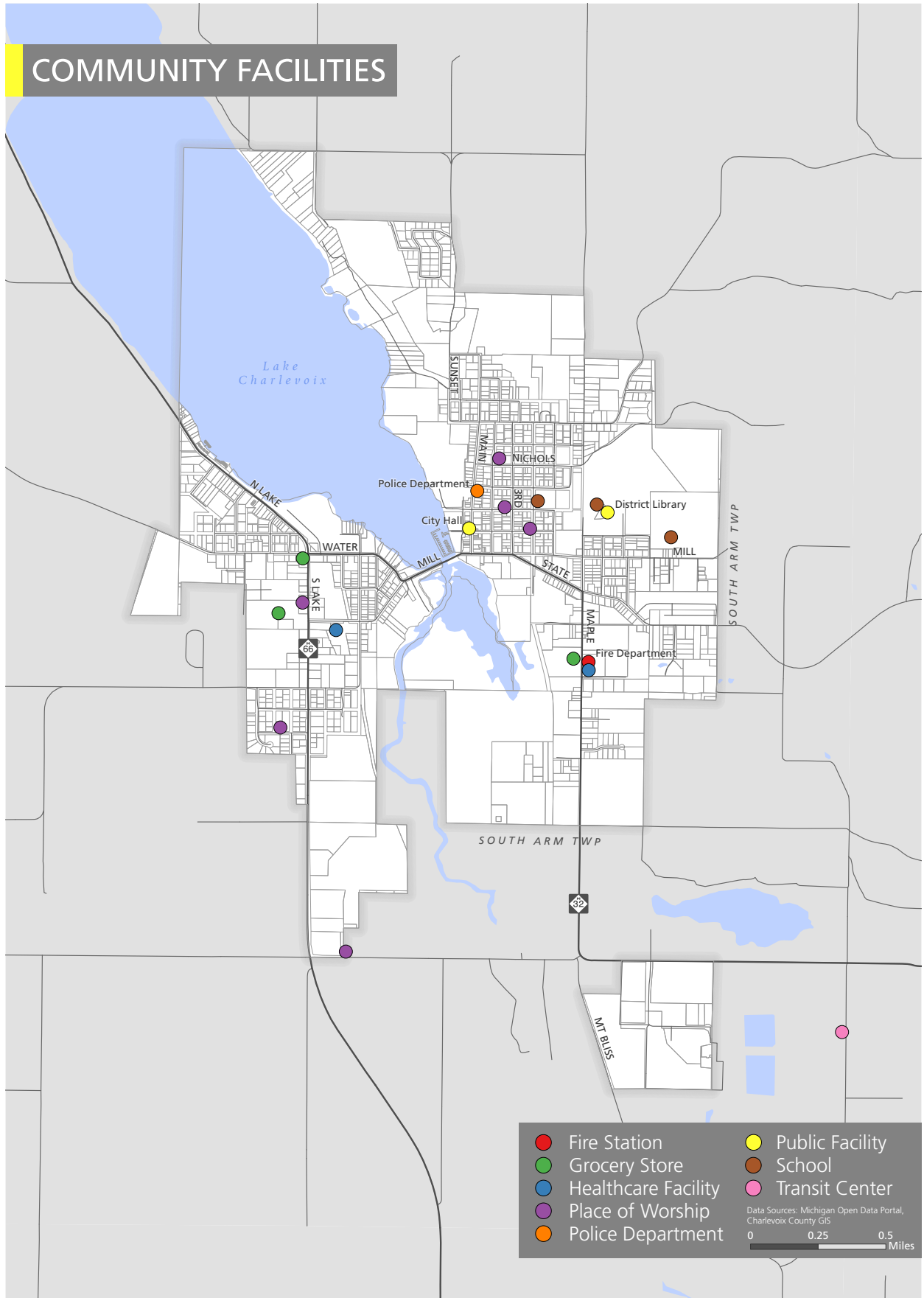
Water Distribution

The City of East Jordan provides water to households and businesses in the City through the municipal water system, which consists of wells, elevated reservoirs, and distribution lines. The City's water source is groundwater, which is pumped from the water table by eight wells located throughout the community. The water is then pumped to one of two elevated reservoirs for storage. One of these tanks is located just outside the City's western

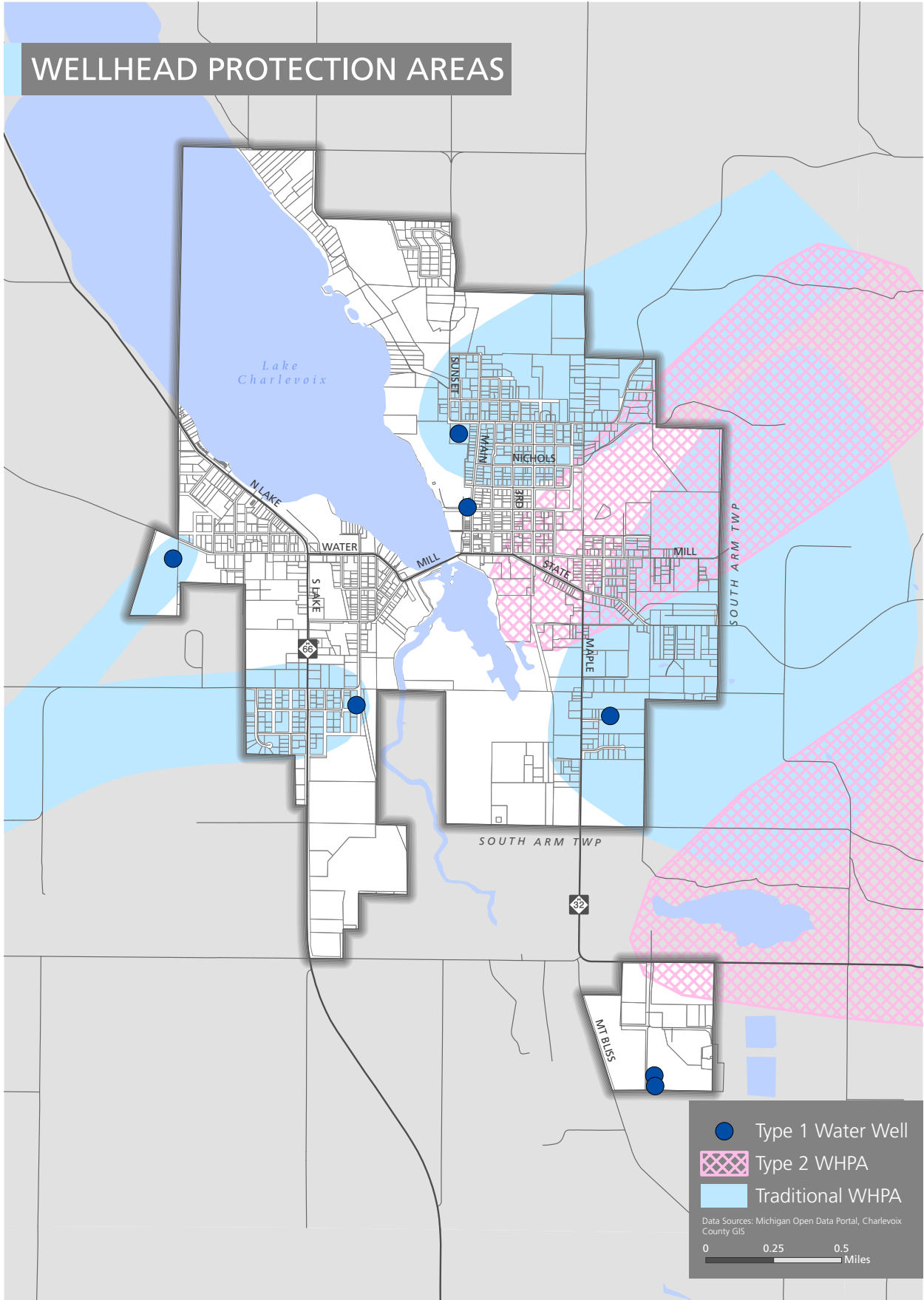
boundary along Ellsworth road, while the other is located in the City's north on Buzzell street. From the reservoirs, the water then flows through the City's water distribution lines by way of gravity to properties throughout East Jordan. Two water booster stations are located in the distribution network to ensure adequate water distribution to higher-elevation portions of the community. The Air Industrial Park, which is located to the City's south, is served by the municipal water system but has a separate well and set of distribution lines that serve only industrial park properties. East Jordan's water system also serves Grandvue Medical Care Facility to the City's north, as well as several residential properties located along M-66 to the north and south in South Arm Township.

Maintaining high quality, unpolluted groundwater in and around East Jordan is important because groundwater is the drinking water source for the City's residents. Considering this, the City should consider implementing use restrictions for properties located near to municipal water wells in order to prevent contamination of the water supply. A wellhead protection boundary can be delineated using MDEQ data to minimize the potential for contamination by identifying and protecting the area that contributes water to municipal water supply wells. A wellhead protection overlay district can be added to the zoning ordinance to limit potentially harmful activities within the wellhead protection boundary. The Wellhead Protection Areas Map shows the location of Type 1 (municipal owned public drinking wells) and Type 2 (institutional

MAP 6. COMMUNITY FACILITIES



MAP 7. WELLHEAD PROTECTION



wells) throughout the City. The WHPA boundaries are delineated by EGLE and show the area where protection efforts should be concentrated as these are the areas where soil containments would take ten years or less to travel into the groundwater source.

As of 2019, the City plans major improvements to its water distribution system in the coming year. The City received a grant from the Michigan Economic Development Corporation in 2018 to replace the Buzzell Street water tank, which has served the City since its construction in 1909. The project will expand the reservoir's capacity from 225,000 gallons to 300,000 gallons and is nearing completion as of spring 2020. The City also plans to use the grant to replace water, sewer, and stormwater infrastructure along Esterly, Second, North Main, Prospect, and Mary Streets.

As of 2019, the City of East Jordan does participate in the Michigan Department of Environment, Great Lakes, and Water Quality's (EGLE) wellhead protection program, which provides grants, technical assistance, and incentives to cities in Michigan for the protection of areas near drinking water sources.

Sanitary Sewer

The City of East Jordan provides sanitary sewer services to a majority of properties within the City. About 200 properties in the City do not have sewer services and instead use septic tanks or other on-site wastewater treatment systems, although the City plans to expand sanitary sewer access to these households, as well as other properties in South Arm Township, in the years following 2019. The City also provides sanitary sewer services to several South Arm Township residences to the north of the City along M-66. The municipal sanitary sewer uses a collection of gravity and main lines to collect wastewater from City properties. Wastewater is pumped through the service lines by a series of four pump stations, all of which are located along Lake Charlevoix, to the City's wastewater treatment facility, which is located in the industrial park.

Prior to 2019, the City of East Jordan undertook major improvements to its wastewater system, including the construction of a new wastewater treatment facility in 2018. The new plant has a capacity of 239,000 gallons of wastewater per day, which is a significant expansion from the City's older treatment plant. The new plant features improved filtration systems including oxidation ditches, and screening and grit removal, before treated wastewater is discharged into surrounding sandbeds. The project also included replacement or renovation of the four pump stations located throughout the City. The City anticipates that these new facilities will accommodate future commercial and industrial growth and will expand sewer service to the 200 properties not currently receiving sewer services.

STORMWATER INFRASTRUCTURE

Stormwater management is an important service because it protects community infrastructure, water quality of lakes and rivers, and ensures the personal safety of residents in the event of heavy precipitation events. As severe precipitation events increase in frequency and intensity, effective stormwater management will increasingly become a priority for the City. Many streets in the more densely-developed central portion of East Jordan are equipped with stormwater control features including curbs, gutters, and underground stormwater pipes. All of the stormwater collected in the City's infrastructure flows into Lake Charlevoix at a series of outfall points. Four of these outfall points are located on the Lake Charlevoix waterfront, while one is located along Brown's Creek, which flows into Lake Charlevoix and is located in the eastern portion of the community.

Most of East Jordan's stormwater infrastructure is separate from the sewer system, although a small amount flows into the sanitary sewer. The separation of these systems helps reduce the risk of sewer overflows into local waterbodies during heavy precipitation events. Even though the systems are largely separated, stormwater from the community's



East Jordan's public marina downtown.

southwest side still flows too rapidly into the sewer at times, and so the City may need to identify problem areas in that part of the community.

Precipitation collected by the stormwater system from East Jordan properties and streets flows untreated into Lake Charlevoix and can be a significant source of water pollution in the Lake. In its 2012 project "Lake Charlevoix Watershed Management Plan", the Tip of the Mitt Watershed Council identified urban stormwater runoff as the largest source of nutrient pollution in the watershed. In addition to nutrients, stormwater runoff can also include sediment, oil, grease, and heavy metals. In order to further protect water quality in Lake Charlevoix and the Jordan River, the City of East Jordan passed an ordinance in December 2019 to require stormwater management features on private property, which is similar to ordinances

in Boyne City and Charlevoix. Charlevoix County remains the primary enforcing agency of the City's ordinance.

In 2018, the City of East Jordan undertook an effort to plan for the future of City's waterfront, which included identifying options to strengthen the City's stormwater management practices. The strategies identified include the following:

- Incorporate requirements for green infrastructure features or on-site stormwater management into the City's zoning code to better capture and filter stormwater runoff.
- Require new development to build stormwater management features in public right of ways to retain stormwater runoff.
- Encourage planting of woody materials and vegetation along the Lake



Charlevoix shoreline in order to reduce shoreline erosion and retain runoff.

- Require new development on sites less than 43,560 square feet to replace native trees removed at a rate of two native trees to every one removed.

The City intends to use these strategies, among others identified in the 2018 waterfront plan to improve stormwater retention and filtration systems.

SOLID WASTE COLLECTION AND DISPOSAL

The community's solid waste transfer station, which includes solid waste removal and recycling, is located behind the Emergency Services Building on M-32. Charlevoix County maintains and operates this facility however, recyclable materials and refuse deposited at this location are picked up and transported to landfills by the private contractor American Waste Services. Expansion of the County recycling facility's capacity has been undertaken prior to 2019, which included the addition of single-stream recycling, a cardboard compactor, and the addition of lighting features that make the facility accessible at all times of the day. Residents in East Jordan can also use private trash haulers for solid waste collection service. American Waste and Preferred Waste are the two most popular options for East Jordan residents.

COMMUNITY CENTER AND GOVERNMENT FACILITIES

The City of East Jordan owns and operates the East Jordan Community Center, which is located on the East side of Main Street

between Esterly Street and M-32. This facility is the center of community life in East Jordan and includes a spacious gymnasium in its lower level, which is available for public use throughout the year. The gym is often used for recreational activities, events by local recreation groups and service organizations, for blood drives, and can also be rented out for parties and events. The upper floor of the City's Community Center is home to the East Jordan Senior Center. In the future, the City plans to explore opportunities for redevelopment of this center to maximize value and use of the space.

East Jordan City hall is the major public building in the City and is located on the northwest corner of Main Street and Esterly Street in the City's downtown. City hall is the location of most municipal offices, and hosts meeting of the City Commission, Planning Commission, and other local boards.

PUBLIC SCHOOLS

East Jordan Public School District provides public education to the community through its three major facilities; East Jordan High School and Middle School, East Jordan Elementary School, and the Jordan Valley District Library. The East Jordan Public School District includes the entire City of East Jordan and all of or parts of six surrounding Townships located in Charlevoix and Antrim Counties. The entire school district encompasses an area of 115 square miles. Student enrollment in the community's public schools was 1,295 students in the 2002-2003 school year although this figure declined significantly through 2014, at which time the school district served only 940 students across its facilities. These

TABLE 4. ENROLLMENT IN EAST JORDAN PUBLIC SCHOOLS 2014-2019

SCHOOL	2019 STUDENT ENROLLMENT	CHANGE IN STUDENT ENROLLMENT FROM 2014
East Jordan High School	410	+ 23%
East Jordan Elementary School	487	+ 18%
Total	897	

trends of decline have continued through 2019; as of the 2018-2019 school year, East Jordan Public Schools served only 861 students across its two major school facilities. The Table titled “Enrollment in East Jordan Public Schools” shows student enrollment in East Jordan public schools between 2014 and 2019. In 2018, several major facility upgrades were made to the East Jordan public school facilities including expansion of the high school gym and renovated entrances to the high school and elementary school, which improve the buildings’ safety.

East Jordan Elementary School is located on Fourth Street in the City’s residential core and provides education from kindergarten through 6th grade. A preschool program is also available through the elementary school to households in the district free of tuition. East Jordan High School is located on Maple Street directly to the elementary school across Brown’s Creek and serves grades 7 through 12. As of 2019, the High School had a student body of 410, which was a notable increase of 23% from 2014. The High School’s staff of 18 teachers in 2019 was grew concurrently by 28% during the same timeframe. Students at East Jordan High School can take advantage of a wide variety of activities and extracurriculars. As of 2019, 80% of East Jordan High School Students participated in one or more co-curricular

programs in athletics or performing arts. The East Jordan High School campus also includes the Community Auditorium, which is used for large community gatherings and entertainment events. The East Jordan Community Pool and the Jordan Valley District Library are also located on the High School’s campus. The pool offers a variety of fitness classes and hosts athletic meets, while the library offers programs for the community, including after school programs.

PUBLIC SAFETY

Public Safety services are important to communities because they protect the well-being of residents and provide help in instances of emergency. The City of East Jordan operates a police department, which is located on Main Street to the north of the community’s downtown. The police department maintains a staff of 5 full-time and 2 part-time professionally trained officers, who are certified by the State Commission on Law Enforcement Standards, as specified by State statute. The City’s police facilities and patrol vehicles are modern and the City does not anticipate that major capital expenditures will be required in the decade following 2019. Additionally, the City maintains a volunteer fire department, and the department’s facility is located in the community’s south along M-32. The



East Jordan Police Station located in the heart of the City on Main Street.

MAP 8. BROADBAND SERVICE IN CHARLEVOIX AND EMMET COUNTIES IN 2018

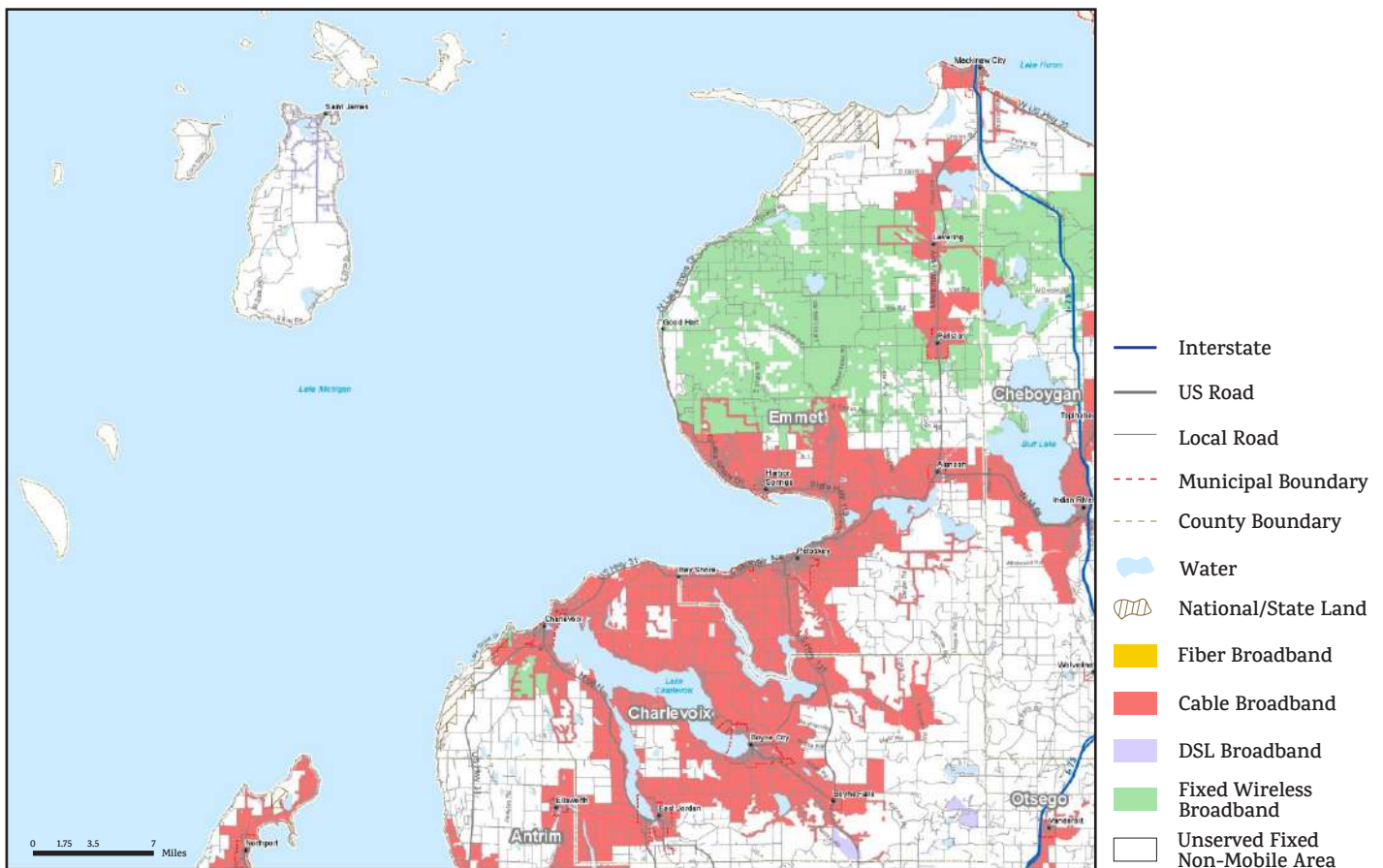


Image Source: <https://connectednation.org/michigan/county-maps/>

East Jordan community is also served by a volunteer-based emergency medical service.

HEALTHCARE AND SENIOR FACILITIES

The East Jordan Seniors Center is part of the East Jordan High School Campus, which is located adjacent to the City's residential core, and is managed by the Charlevoix County Commission on Aging. This facility provides a wide variety of services to area seniors including group meals, nurse care, home delivered meals, home task help, medical management and counseling, and recreational programs. As the population of East Jordan continues to age, additional services for local seniors will be needed. The City should continue to work with the Charlevoix County Commission on Aging and other service providers to ensure that services for area

seniors are maintained and expanded.

Specialized care for the community's senior residents is also provided by Grandvue Medical Care Facility, which is also located north of East Jordan along Peninsula Road and provides a wide variety of care to 113 residents. The facility is owned by Charlevoix County and is governed by the Charlevoix County Department of Health and Human Services Board. Grandvue provides 24-hour skilled nursing care, as well as long-term senior care, rehabilitation including occupational therapy, speech therapy, and physical therapy, and memory care services. In addition to this specialized care facility, East Jordan Family Health Center provides general medical services to the East Jordan community. The facility is privately-operated and is located on Bridge Street to the west of the City's downtown. Services provided include adult

MAP 9. DOWNLOAD SPEEDS IN CHARLEVOIX AND EMMET COUNTIES IN 2018

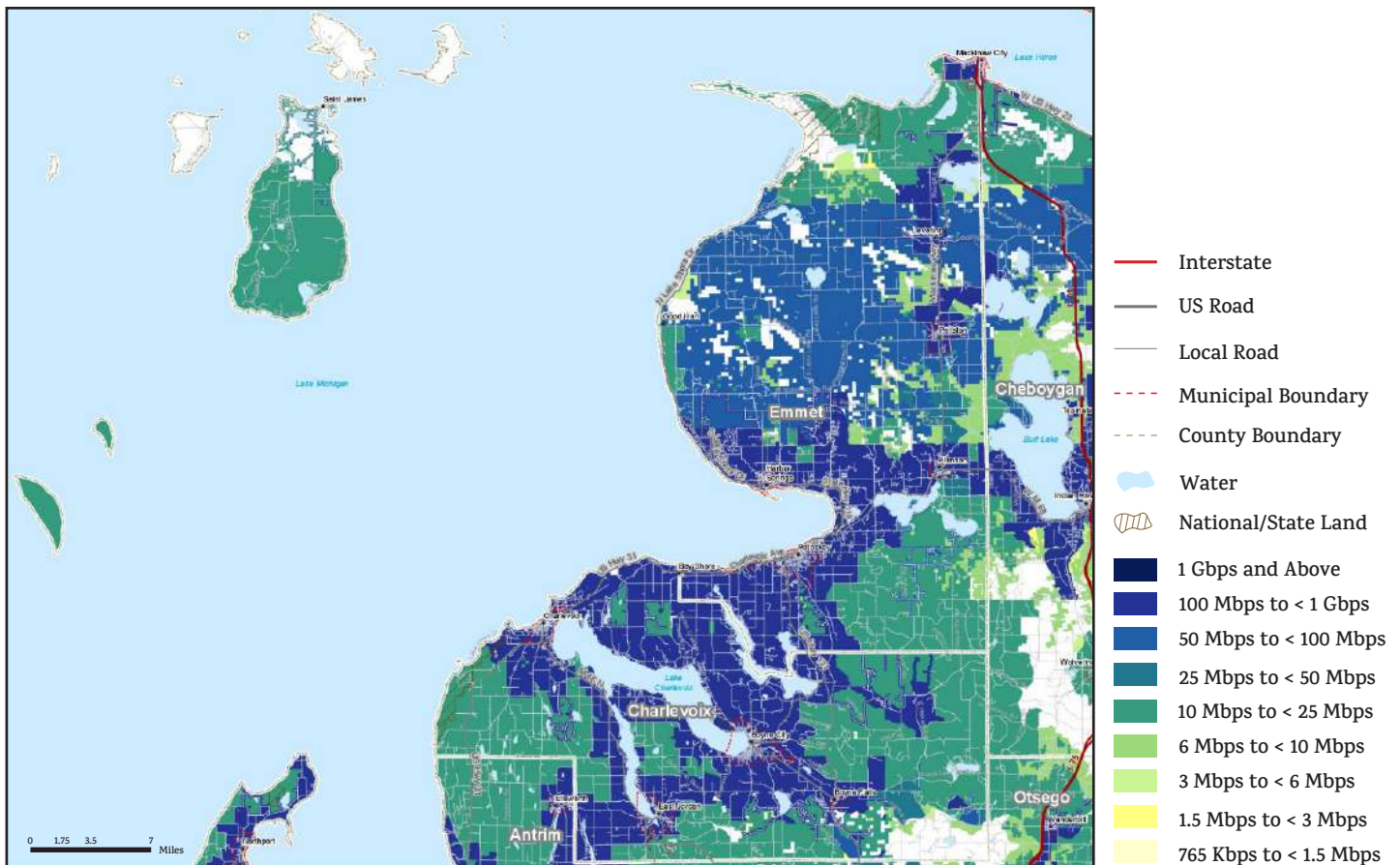


Image Source: <https://connectednation.org/michigan/county-maps/>

and child physicals, immunizations, and occupational medicine. A nonprofit dental center serving low-income households and operated by the Health Department of Northwest Michigan is co-located on site.

BROADBAND INTERNET SERVICE

Access to and understanding of technology is a key economic feature in the 21st Century, and drives a community's ability to connect with other locations and foster a growing local economy.

The map titled "Broadband Service in Charlevoix and Emmet Counties" shows access to broadband Internet service of at least 25 megabits per second for non-mobile service throughout Charlevoix and Emmet Counties in July 2018. Although some rural parts of these Counties do

not have consistent access to high speed Internet, the City of East Jordan does have this baseline provision of broadband service, as do most of surrounding South Arm and Eveline Townships. These levels of baseline Internet service will continue to be key economic links to other locations as the East Jordan community moves forward.

The map displayed above shows residential broadband download speeds in Charlevoix and Emmet Counties as of 2018. The map indicates that the entire City of East Jordan as well as the more developed areas north of the City and along C-48 have maximum download speeds of between 100 megabits per second and 1,000 megabits per second. These levels of service provision are sufficient in supporting most commercial activities, and is therefore a crucial element of supportive infrastructure for the community and its local economy.



The community's historic locomotive was recently moved to Sportsman's Park and remains a key fixture in town.

Parks & Recreation

6

The recreation industry has emerged as a critically important economic sector in northwest Michigan. In a 2015 report on the region's parks and recreation, Networks Northwest found that the recreation industry directly supports over 2,100 jobs in the area and provided an income of over \$111,337,519 in that year. In addition, a robust local parks system also promotes community health by preserving natural features, and by encouraging active lifestyles among residents. Abundant recreational opportunities are also instrumental in making a community a desirable place to live for households, particularly those with the education and job training that is essential to 21st century economic sectors. This chapter reviews East Jordan's park system as well as the community's priorities for the future of its parks.

With its spectacular array of natural resources, the City of East Jordan offers a wide array of public park facilities to both residents and visitors, all of which contribute to a high quality of life. Providing these recreational programs and maintaining park facilities involves coordination from multiple organizations including the City, Little Traverse Bay Land Conservancy, Charlevoix County, the East Jordan School District, and the State of Michigan. This section inventories the community's park facilities, documents the organizations involved in their maintenance, and describes the community's recently determined priorities for its park system.

MINI PARKS AND NEIGHBORHOOD PARKS

The City of East Jordan owns and maintains a number of small park facilities classified as mini-parks by the Michigan Department of Natural Resources. These parks are typically less than 1 acre in size and serve the needs of adjacent residential neighborhoods, and particularly children and families. Grand Army of the Republic Park is one of these parks and encompasses about 1/5th of an acre of land at the northeastern corner of Main and 2nd streets in the community's downtown. The space includes a small gazebo, benches, a small lawn, and a flagpole and offers the only plaza-like space in the City's core. Mill Street Park is another mini-park situated on 2/5 of an acre of land in the community's residential neighborhood east of downtown. The park includes playground equipment, a grassy area, and picnic tables and primarily serves surrounding households. Neighborhood parks are slightly larger in size but still serve the recreational needs of the immediately surrounding community. Watson Field Park is one of these and is situated on 3.6 acres of land on Division Street in the neighborhood north of the City's downtown. The small park features a little league baseball field and a renovated playground.

TABLE 5. CITY OF EAST JORDAN PARKS

FACILITY NAME	TYPE	SIZE (ACRES)	AMENITIES
Grand Army of the Republic Park	Mini-Park	.2	Gazebo, benches, lawn area
Mill Street Park	Mini-Park	.4	Playground equipment, open grassy area, picnic tables
Watson Field Park	Neighborhood Park	3.6	Little league baseball field, playground equipment, restrooms
Community Park	Community Park	39.8	Soccer fields, baseball and softball fields, playground area, disc golf course
Sportsman's Park	Community Park / Natural Area	16.3	Lighted boardwalk, viewing platform, gazebo, restrooms
Tourist Park / Murphy Field	Community Park / Special Use Park	16.4	87 campsites, volleyball court, playground, toddler area, beach house, cooking facilities, fireplace
East Jordan Municipal Park	Special Use Park	3.2	60-slip public marina, lakefront walkway, band shell, accessible restrooms, picnic area
Elm Pointe	Special Use Park	11.1	Picnic area, swimming area, restrooms, grills, event space
Centennial Skate Park	Special Use Park	2.7	Skating facilities, barrier free drinking fountain
East Jordan Community Center	Special Use Park	.4	Meeting room, gymnasium, showers, restrooms, commercial kitchen
Murphy Field	Special Use Park	7.5	Adult softball field, little league field, two tennis courts, playground, restrooms

COMMUNITY PARKS

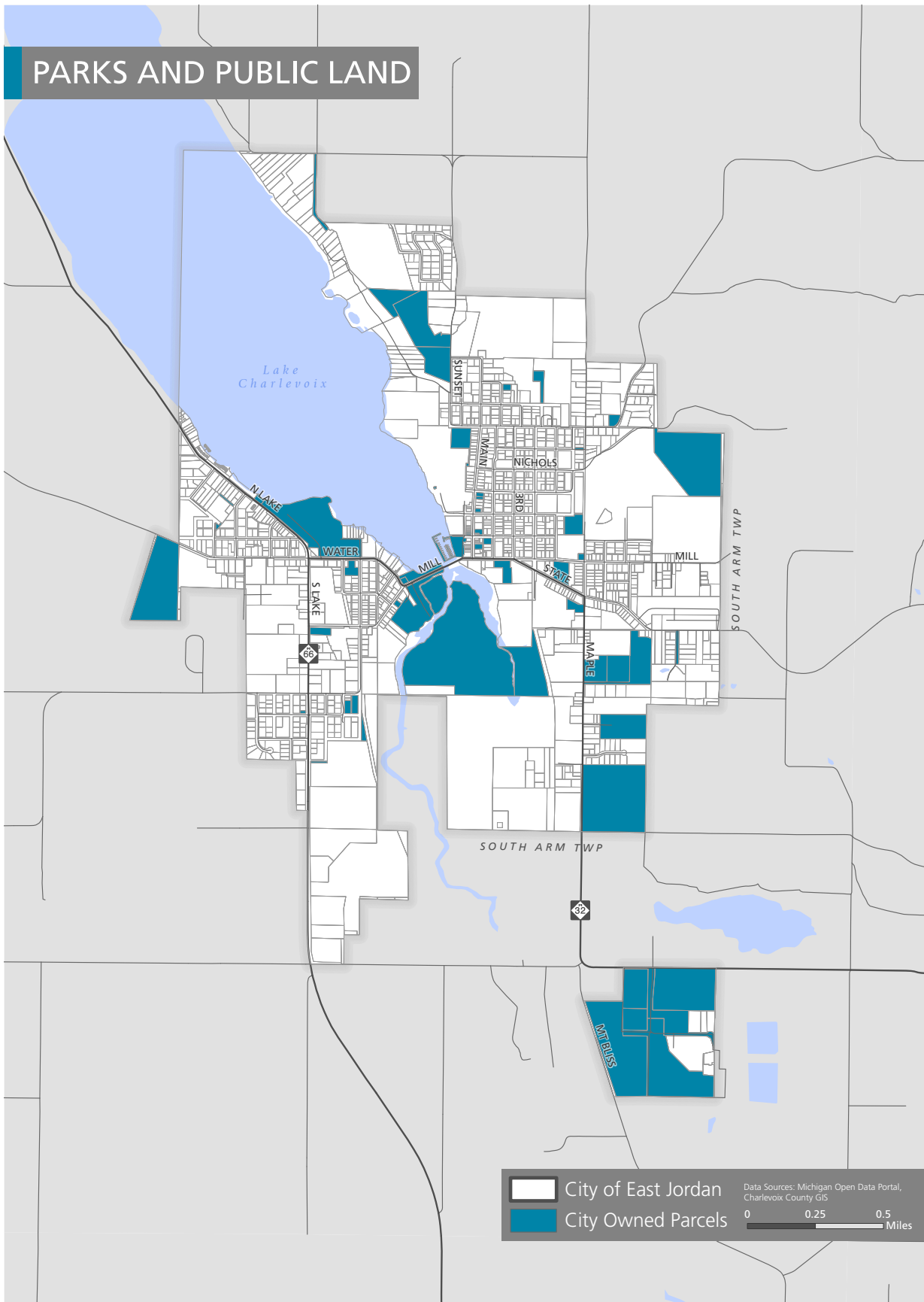
The City also provides several larger parks that attract visitors from throughout the community and beyond by offering more space and a greater array of recreational facilities. Community Park is the largest of the City's facilities and encompasses nearly 40 acres of land to the east of M-32 in the City's southeast corner. This popular park includes three soccer fields, four fields for baseball and softball, a playground, and a disc golf course and accommodates many of the community's recreational needs. Likewise, Sportsman's Park encompasses roughly 16 acres of undeveloped wetlands along the Jordan River to the south of M-32. The park serves the broader needs of the community by providing unique opportunities to view wetland wildlife and birds. In recognizing the unique asset, the City unveiled plans in 2019 to expand the facility's boardwalk and to construct a kayak landing in order to the opportunities for access. Another of the City's large community-serving parks is

Tourist Park, which is situated on 26 acres of land at the intersection of M-32 and M-66. The park has excellent frontage on Lake Charlevoix and makes good use of these unique scenic qualities by offering 87 campsites, which accommodate tents and RVs and are typically full during the summer months, along with boat docks and a playscape.

SPECIAL USE AREAS

Along with parks that serve the community's general needs, the City provides several facilities that serve more specialized purposes. Memorial Park is one of the most prominent of these and is specialized in that it includes a marina with 60 boat slips, all of which are open to the public, along with showers and bathrooms for marina guests staying overnight. The park also includes a bandshell, lakefront walkway, and picnic facilities and serves a variety of needs with its picturesque location adjacent to downtown. Elm Pointe is another

MAP 10. PARKS AND PUBLIC LAND





East Jordan Elementary students play outside on the school playground during recess.

specialized park operated by the City, and the facility's historic buildings as well as its position on the shores of the South Arm make it a popular space for events such as weddings, family reunions, and the annual art fair. The park stretches across 11 acres of land and is located approximately 1 ½ miles north of the City's boundaries along M-66. In terms of indoor space, the East Jordan Community Center is located along Main Street to the north of M-32 in the community's downtown and accommodates a variety of activities including indoor volleyball and basketball and is also used as an event space. Although the downtown community center has provided valuable space that is not weather dependent, community leaders have designated the site for redevelopment in order to increase downtown's vitality and intend to find another location closer to East Jordan's neighborhoods and school facilities to take the community center's place.

Other unique recreational facilities maintained by the City add value to the East Jordan community. Centennial Skate park is located on 2.7 acres of land along State Street to the east of downtown and primarily serves youth, although the location is not frequented as much as in the past. The City is in the process of relocating its public boat launch from the M-32 Bridge to the Tourist Park, which will put the facility and its primary users at closer proximity. The City has designated the boat launch's former site for redevelopment in order to better use the site's scenic lakefront access. Murphy Field, which is used for little league baseball and the City Softball field are located along M-32 on the southern edge of the Tourist park complex. The City also owns a large portion of land in the Jordan River Spreads to the South of Sportsman's Park and the City maintains these areas as dedicated nature preserves.

EAST JORDAN SCHOOL DISTRICT FACILITIES

Public school districts are regularly involved in maintaining recreational resources in Michigan communities, and the East Jordan School District is no exception. The school campuses encompass 106 acres of land and Brown's Creek, a small tributary of the Jordan River, runs through a wooded valley directly west of these facilities. Within the high school campus is the community's indoor pool, which accommodates high school athletics and

maintains regular hours for use by the public. The high school also maintains one softball and one baseball field located adjacent to the campus, which are used for youth athletics. Football is a major event enjoyed by the community and school district maintains Boswell Stadium, which has a lighted field, a track, bleachers, and a concession stand, and a practice field. All of these facilities add value by accommodating a diverse array of youth athletics, which promotes community health. Nearer to the elementary school, the district maintains a play area with basketball hoops and a play

TABLE 6. COMPARISON OF LOCAL, REGIONAL & STATE RECREATION PLANS

CITY OF EAST JORDAN (2017)	NETWORKS NORTHWEST (2015)	MICHIGAN DEPARTMENT OF NATURAL RESOURCES (2017)
Connect City Assets - Ensure that parks and recreational facilities are connected to downtown and surrounding neighborhoods through safe and well-designed multi-use trails, pathways, and sidewalks.	Enhance recreational facilities and amenities to meet the needs of residents and non-visitors.	Foster Stewardship and Conservation - Natural and cultural resources are protected and residents and visitors are effective stewards of those resources.
Connect the City to the Region - Work with neighboring jurisdictions and regional trail advocacy groups to provide connections throughout the region.	Develop a recreation, facilities, and open space network which is interconnected by open land corridors, conservation easements, public roadways, and utility corridors.	Improve Collaboration - Outdoor recreation stakeholders collaborate and cooperate to ensure that Michigan's recreation system meets the needs of residents and visitors.
Develop Great Parks - Continue to develop and expand parks and recreation facilities that provide diverse recreation facilities for all age groups.	Ensure that a wide range of recreational opportunities exists for all types of users.	Raise Awareness - Residents and visitors are aware of the variety of outdoor recreation opportunities in Michigan and have access to relevant information to connect with these opportunities.
Leverage Parks for Economic Development - Leverage current and future recreation assets and natural resources for year-round recreational tourism-based economic development opportunities.		Improve Recreational Access - Recreation opportunities are connected and accessible to residents and visitors of all backgrounds, abilities, means, and geographic locations.
		Provide Quality Experiences - Michigan's outdoor recreation system provides users with quality experiences in balance with resource management and conservation.
		Enhance Health Benefits - Outdoor recreation increases physical activity and the health of Michigan's residents and visitors.

structure, which is open to the public. Also under the district's purview is north field, which is an open space to the north of the elementary school, as well as Brown's Creek Nature Area, which follows the creek to the campus's south and includes a boardwalk and gazebo.

PRIVATE AND NONPROFIT FACILITIES

Outside of the purview of local government are a number of facilities maintained by area nonprofits and private organizations, all of which contribute to the community's rich open space. Gemini Lanes is a six-lane bowling alley located on Main Street in the community's downtown and provides recreation throughout the year. In a different vein, The Jordan River Arts Center is located downtown at the intersection of Main and Williams streets, and hosts a variety of exhibits, activities, and community events. The Historical Museum is located adjacent to City Hall and includes historical displays. In addition, the Anishinaabe Inter-Council Grounds is located to the south side of Mill Street in the eastern portion of the City and serves as a cultural and ceremonial site for activities. Several properties owned and maintained by the Little Traverse Conservancy, the area's largest land trust, are located within the community. The largest of these properties is located east of M-66 in the southern portion of the City and preserves a large expanse of wetlands surrounding the Jordan River. Although the organization restricts access to these lands and maintains them as undeveloped as of 2019, the City plans to partner with the conservancy to create hiking trails in the wetlands.

LOCAL, REGIONAL, AND STATE PARKS GOALS

In 2017 the City of East Jordan initiated a planning process to determine a course of action for the continued improvement of the community's parks and recreation spaces. The process included a series of public meetings which invited community

members and stakeholders to share ideas and collaborate to evaluate the greatest challenges and goals facing the local recreation system. From the process, several major goals emerged to guide the community's development of its park system, which broadly included greater connectivity between facilities within the city, increased links with recreation in surrounding communities, increased breadth of recreational opportunities offered, and the use of parks and recreational space to facilitate economic development within the community. These community goals broadly reflect goals set during planning processes held by organizations at the regional scale and by the State of Michigan, which generally recommend leveraging parks for economic development and environmental stewardship. Considered together, these goals offer a course of action for the City to pursue in making improvements to its park system, and have a high degree of consistency with determined priorities for parks and recreation at the regional and state level.

UNIVERSAL ACCESS

The ability of all potential users to access and enjoy recreational facilities is a major issue facing Michigan communities, and particularly those with aging park and recreational infrastructure. Since the passage of the Americans with Disabilities Act in 1991, governmental bodies have been required to follow guidelines when undertaking park improvements in order to make the facilities accessible to users with disabilities. In this context, disabilities are considered more broadly than just physical disabilities and could include users with vision or cognitive impairment or reading difficulties, and the concept therefore has bearing on issues such as the placement and design of signage and symbols. Further, access concerns extend to elderly adults that generally have less mobility than younger age groups but seek to stay active, particularly in communities with aging populations such as in East Jordan. Although the City of East Jordan and other organizations that partner to



These well used pathways in East Jordan further the case for the importance of connecting recreational assets with schools and neighborhoods.

form the parks system have enacted ADA-compliant features, major improvements are still needed to the community facilities to ensure access for all users.

As part of the its park planning office, the City inventoried the design of each of its parks and scored the level of ADA-compliance in each facility, and the results showed universal accessibility as a major issue. The scores were ordered on a numerical scale between 1 to 5, with a score of 5 indicating that the park was designed with barrier-free access as a core principle, and a score of 1 meaning that none of the park's features met accessibility standards defined by the federal act. According to the analysis, all of the City's facilities scored either a one or a two, suggesting that none or only some features in municipal parks met ADA standards. The inventory notes for instance that the City has implemented barrier free restrooms in Memorial Park and Community Park, which is a good start considering the position of these facilities as community focal points. Meanwhile, the inventory found that other facilities such as the Tourist Park and Murphy Field, and Grand Army of the Republic Park did not have any features in line with these standards. Considering these findings, the City set universal access improvements as an objective throughout all its facilities, and is planning renovations to low-scoring facilities such as Elm Point and the Tourist Park.

EXPANDED FACILITIES

To meet the community's expressed goal of developing great parks that offer diverse recreational opportunities, the City has planned several expansions of its key recreational facilities as of 2019. In Tourist Park planned renovations include the addition of rustic cabins, the development of both a kayak and a double-lane boat launch, and upgrades to the bathroom facility. Likewise, renovations to Sportsman's Park include the addition of new pedestrian pathways, a nonmotorized watercraft landing site and kayak rack,

and support for a farmers' market in order to make the space serve more purposes. Consistent with the community's vision of diverse park facilities, planned improvements to Memorial Park include lighting fixtures and seating, a splash pad, and increased programming. That these three facilities are located on the waterfront and in close proximity to one another makes these planned improvements particularly strong. They are also particularly salient considering that over half of community members surveyed expressed support for increasing access to local food, while two thirds indicated that tourism is an economic priority. The community has envisioned other similar potential improvements throughout its system and the City has set their implementation as an objective.

Park Connectivity

Multi-use connections within and between communities have emerged as a key piece of recreational infrastructure in northwest Michigan in recent years, and the community of East Jordan seeks to use its unique natural features and park infrastructure to develop these connections. As part of the community's 2019 parks planning process, community members expressed that traversing the City in an automobile is much easier than in any other form of transportation, and relatedly, they noted the need for nonmotorized connections. With these concerns in mind, the community determined that improving bicycle and pedestrian connections between the City's parks and the community's downtown and surrounding neighborhoods is crucial. Following these priorities, the City developed actions including maintenance and expansion of the sidewalk system, which already spans throughout much of the community's residential areas. East Jordan also prioritized the creation of hiking trails throughout the Jordan Valley and along the river, as well as the implementation of a pedestrian connection over the Jordan River, which would thereby connect the City's east and west sides.

Although improvements that make the community's park facilities more accessible by bicycle and on foot is a critically important recreational priority, the community determined that connections to and from other nearby communities is also a key priority moving forward. According to the "Trail Towns Manual" for northern Michigan, area communities benefit immensely by attracting and accommodating users of long-distance nonmotorized trails. Communities can facilitate this by providing necessary links to and from these trails and by providing enticing recreational amenities in the communities themselves for area residents and visitors on day trips or on multiple-day excursions. In turn, these connections confer major economic benefits to the communities that implement them by growing the clientele for local businesses, creating new and varied jobs, and by fostering partnerships with surrounding communities. In line with this model, East Jordan has envisioned a variety of nonmotorized connections with nearby communities including the development of a "water trail" around the perimeter of Lake Charlevoix for kayakers and canoers, and the development of nonmotorized trail connections to Charlevoix and Boyne City. The City of East Jordan will continue to partner with these neighboring jurisdictions as well as organizations at the regional and national level including the Tip of the Mitt Watershed Council and the National Parks Service to realize these goals.



Municipal Park, pictured at the top, includes a bandshell, while Sportsman's park provides a unique natural area.



Historic and recently-renovated structures along Water Street.

Housing

7

In most communities throughout the United States, residential housing is the largest use of land and also comprises the largest number of structures. Housing also represents the largest single expense as a share of income for most households nationally, while it is also often their greatest economic asset. The location, size, and physical construction of housing therefore has major bearing on the amount of land that cities encompass as well as on the dynamics of income and expenses within households. The estimated 1,175 housing units in East Jordan as of 2017 are primarily located east of the City's downtown in a neighborhood with gridded streets, although some of the community's housing is also located in the southwest portion of the City along M-66. This total number of housing units in the City in 2017 held relatively constant from 2010, at which time there were 1,189 units, although estimates indicate that the number of households in the City may have increased by about 41 from 952 to 993 between these years. These trends could indicate declining vacancy rates and a tightening housing market in the City.

HOUSING TYPES

The housing stock in East Jordan is relatively similar to most communities in Michigan. The vast majority of the City's housing units are single dwelling units, detached format (69% of units), which is a similar share to the community's neighbor, Boyne City (67.7%) and to the State of Michigan as a whole (72.3%). Charlevoix County has a slightly greater share of single family, detached housing

units (79.5%). The next most common types of housing in East Jordan are mobile homes (9.2% of units) and structures containing 5 to 9 dwelling units (6.9%). Conversely, the share of housing units in the community with between 2 and four dwelling units was estimated at only 6.5% as of 2017. Although mobile home formats can present a more affordable housing options for households with relatively modest incomes, these figures show that the City has a lack of options between the scale of single family homes and large rental housing buildings, a phenomenon termed the "missing middle" in many communities in the United States and in Michigan.

The "middle" housing that the term refers to is the "range of multi-unit or clustered housing types compatible in scale with single-family homes." This concept was created as part of a growing demand for denser and more walkable cities among millennial and baby boomer age ranges in the 2010s. The predominance of single-family housing formats throughout the 20th century created neighborhoods that lack smaller housing options that these demographics favor and can afford, and that are not conducive to traveling on foot to travel to work and run errands. One major planning solution to this problem is to increase the permissible density of residential housing, where it is appropriate in communities. Permitted densities would not however, need to be increased on a scale that would change the character of the community's existing neighborhoods. The recommendation to allow for rental housing with two to four dwelling units per structure has the potential to

FIGURE 2: ILLUSTRATION OF MISSING MIDDLE HOUSING TYPES AND THEIR PHYSICAL CHARACTERISTICS.

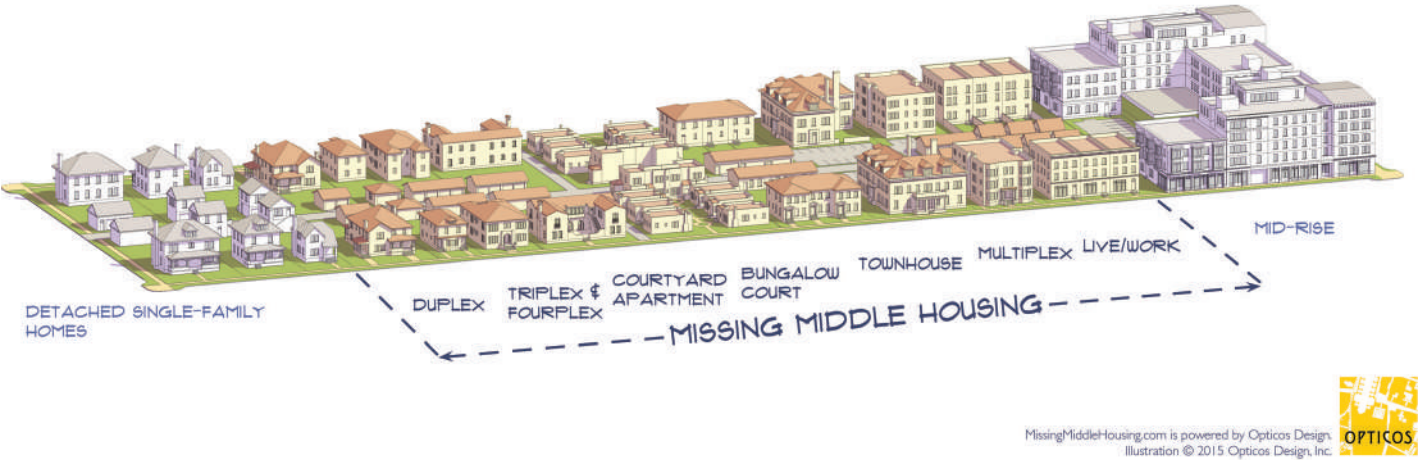
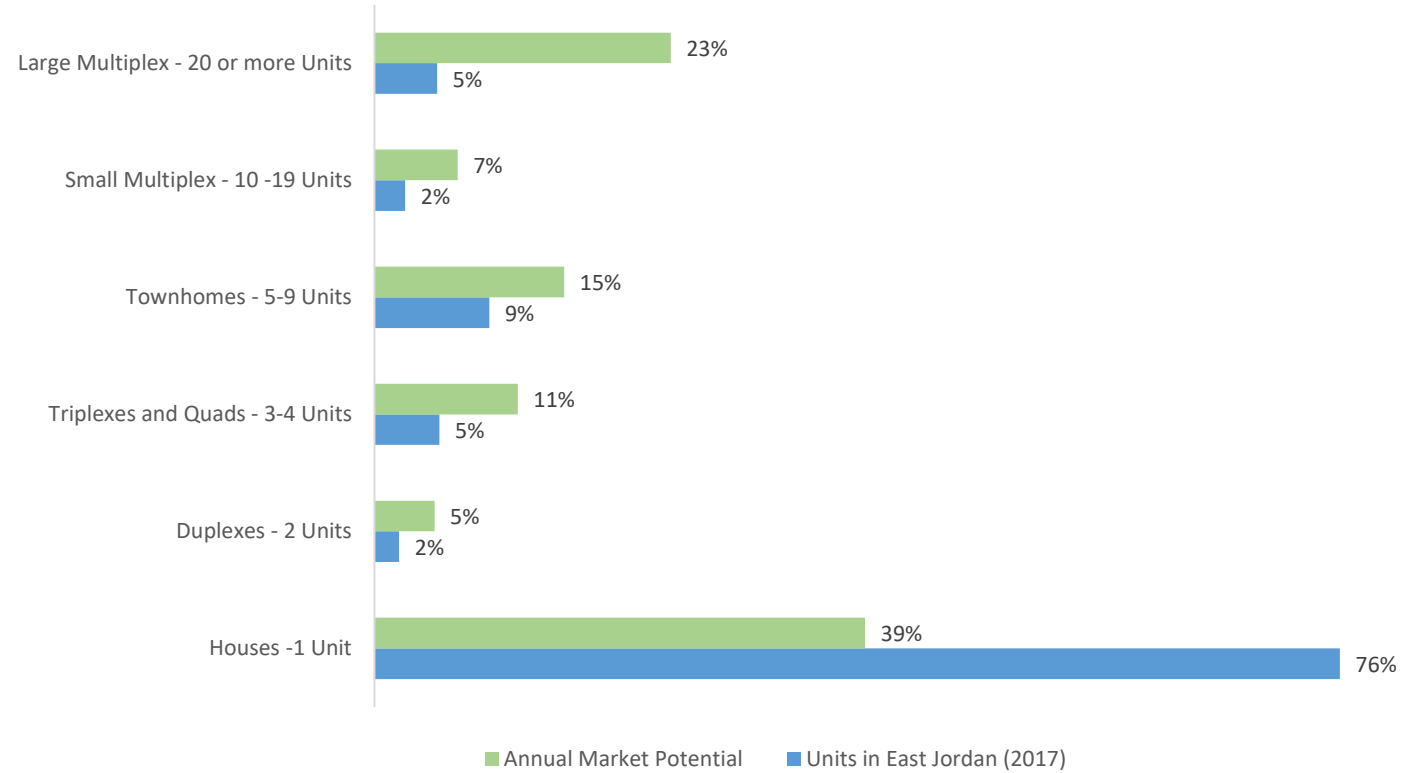


FIGURE 3. ANNUAL MARKET POTENTIAL



Forecasted demand for housing types in Charlevoix County compared with number of housing units in East Jordan

Source: Land Use USA. *Target Market Analysis for Charlevoix County, Michigan* and American Community Survey 5-year Estimates 2013-2017

accommodate a greater range of incomes and to enhance walking and biking travel while maintaining the character of existing single-family residential areas. Figures on the community's housing indicate that East Jordan currently has a relatively adequate share of housing structures containing between 5 and 9 dwelling units (6.9% of units), however this share could still be increased. Considering that accommodating senior demographics and attracting younger residents will continue to be key issues in East Jordan, the City should consider making changes to its zoning to allow for these housing options.

In 2020, a target market analysis was conducted in Charlevoix County to forecast housing demand in communities within the County over the subsequent five to 10 years, and the results affirm many of the notions of missing middle housing. Under the "maximum" growth scenario the analysis forecasts, which assumes demand from both immigration and migration within the County, demand for renter-occupied housing options will outpace demand for owner-occupied housing units. The analysis forecasted that the County's housing market would support 792 new renter-occupied units per year while the market would only support 400 new owner-occupied housing units, a total of 1,192 new units annually. Meanwhile, the forecasts found that 25% of new residents moving to Charlevoix County would seek attached housing units, albeit in a variety of different styles, while 75% of moving households would seek detached housing. The forecasted trends were similar in East Jordan; the study predicted that the City could support 109 renter units and 38 owner units annually. Meanwhile, the community could support more detached than attached dwelling units.

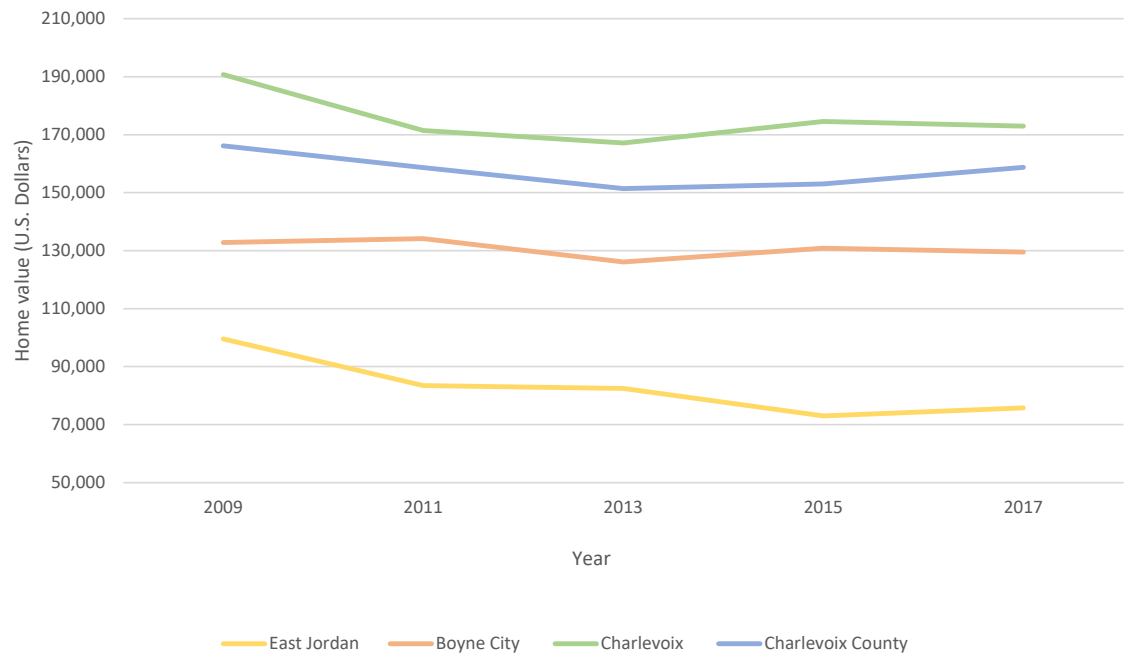
As is further explained in the target analysis, a community's ability to appropriately direct the physical form of development is tied to its ability to capitalize on the County's housing demand. The Figure showing annual

market potential illustrates a mismatch between projected housing demand throughout Charlevoix County and the number and type of housing units supplied in East Jordan. According to the graph, relative shares of annual demand are much higher for duplexes, triplexes, quads, and multiplex housing types than the existing shares of these housing types in East Jordan, while the supply of detached housing in the City far exceeds the share of annual demand for that housing format. The City may need to expand R-3 residential zoning, which allows for multifamily housing along with single family formats, or to find other programs to facilitate construction in undeveloped R-3 areas. More broadly, the City may need to adjust its zoning policies to allow for and encourage higher-density housing formats in order to fully capitalize on the growing housing market in Charlevoix County. That East Jordan did not experience any housing construction between 2010 and 2017 further indicates this need. The era of standardized housing formats and "one size fits all" solutions is over in the United States as demographics have shifted away from large families and toward small households, and especially elderly and young people living alone. Municipal policy must adjust to meet these needs of a changing population.

HOUSING VALUES

American Community Survey data reveals that housing values in East Jordan remain relatively modest compared with surrounding communities. The median home value among owner-occupied units in East Jordan was estimated at \$75,800 while the median value was \$129,500 in Boyne City, \$173,100 in the City of Charlevoix, and \$158,800 in Charlevoix County. Further, the resurgence of these figures from their declines during the 2008 recession has been uneven across these communities. Median home values in neighboring Boyne City and in Charlevoix County as a whole had nearly risen to their 2009 levels by 2017, while median

FIGURE 4: MEDIAN HOME VALUES IN CHARLEVOIX COUNTY COMMUNITIES OVER TIME



home values in East Jordan remained at only 75% of their 2009 values. This illustrates a common theme in Charlevoix County; many of East Jordan's neighboring communities have capitalized on the area's emerging tourism economy, which led to new construction and rising property values. The movement of heavy industry away from the Lake Charlevoix waterfront in East Jordan presents an opportunity for the community to capitalize on these trends. As the 2014 target market analysis notes, East Jordan's major opportunities lie in its proximity to natural and recreational opportunities.

TENURE STATUS AND COST BURDEN

An examination of housing data in East Jordan reaffirms the predominance of owner-occupied housing (71.1% of

housing units), at rates similar to the State of Michigan's as a whole (71% of housing units), but less than Charlevoix County's (81.1% of housing units). Further, data suggests that the City's homeownership rate may have risen since 2010, at which time 66.4% of housing units were owner-occupied. Correspondingly, rental housing is the minority form of tenureship in the City and data suggest that the share of renter occupied housing may have dropped in recent years from 33.6% in 2010 to 28.9% 2017, although margins of error in measurement could account for some of these changes. Taken as they are, these figures suggest that although most East Jordan households choose to own, the City does contain a concentration of rental housing not found elsewhere in Charlevoix County. These figures also may indicate that the lower incomes characteristic of East Jordan households

TABLE 7: CHANGES IN HOMEOWNERSHIP AND RENTAL COSTS IN EAST JORDAN BETWEEN 2010 - 2017.

		HOMEOWNERS	RENTERS
2006-2010	Monthly Housing Cost (\$)	1,023	521
	Percentage of Households Cost Burdened	40%	40%
2013-2017	Monthly Housing Cost (\$)	901	650
	Percentage of Households Cost Burdened	37%	43%
CHANGE 2010-2017	Monthly Housing Cost (\$)	-122	+129
	Percentage of Households Cost Burdened	-3%	+3%

continues to stymie their dream of homeownership.

The cost of housing is a pressing concern for communities everywhere and particularly as Michigan's economy continues to shift from manufacturing to services and information. ACS data suggest that housing costs are relatively low compared with larger geographies, in keeping with the City's lower home values. For homeowners in East Jordan, selected monthly ownership payments (\$901 per month) were about one-third lower than payments for Charlevoix County residents (\$1,208) and for the average State of Michigan resident (1,251 dollars) as of 2017, and further, this figure declined by about 25% from 2010. Correspondingly, median rent for non-homeowners in East Jordan is also relatively low (\$650 per month) compared with figures for the county and state (\$702 and \$824 per month, respectively),

although this figure rose markedly by 25% from 2010. These figures indicate that East Jordan's relative affordability overall compared with other geographies will be an asset moving forward. They also suggest however a tightening rental market within recent years, particularly in relation to homeownership costs, which could be attributed in part to increased demand from the community's changing demographics coupled with constrained supply.

Although these figures indicate some degree of affordability as an asset for the East Jordan community, a comparison of housing costs with household incomes suggests that housing expenses are in fact a pressing concern. The relative burden of housing as an expense for households is determined by figuring their monthly housing expenses as a percentage of monthly earnings. In calculating this, households spending more than 30% of their monthly income on housing are

considered “cost burdened” by the United States Department of Housing and Urban Development. Considering this definition, 43.2% of East Jordan households that rent were cost burdened as of 2017, and further, this share of households likely increased from 2010, at which time it was 40.2%. Meanwhile, well over one-third (36.6%) of East Jordan households that own their home spend more than 30% of their monthly income on housing in 2017, although data suggest that figure had declined from 40.4% in 2010. These figures echo similar notions of a particularly inflated rental market and converging relative costs of renting and owning. They also suggest however, that housing expenses remain costly compared with incomes in East Jordan, regardless of the tenureship.

The target market analysis also shows what prices new residents will likely be able to pay for housing. According to the analysis, incoming residents to Charlevoix County seeking to purchase a home will likely seek units valued at a maximum of \$300,000 in 2020. Home values in East Jordan are well below this price point (\$75,800), indicating that the City could provide a more affordable option for new homeowners, or conversely, that a wider variety ownership formats could be developed to take advantage of the upper end of the market. Similarly, new residents to Charlevoix County seeking to rent their housing will likely seek contract rents of \$1,150 dollars per month or less in 2020, although the majority (two-thirds) of these households seek rents of \$750 dollars per year or less. Considering that median rents were nearing this range (\$650 per month) in 2017, the City should consider measures to promote greater rental affordability to take advantage of forecasted market conditions.

VACANCY

Housing units have periods of vacancy when they are for sale or between leases. It is desirable for communities to have at least some of this type of vacancy because it indicates that housing is available for new residents or for those who choose to move within the community. Of the 1,175 housing units in the City of East Jordan in 2017, the American Community Survey estimates that 15% of these, a total of 182 housing units, were vacant. Though these rates seem rather high, ACS data suggest that about 144 of the City’s vacant housing units are for seasonal, recreational, or occasional use in 2017, although margin of error lend some uncertainty to this figure. Further, the American Community Survey estimates suggest that only 15 of the community’s vacant housing units were vacant and for rent, while 12 units were for sale. These small percentages of available housing indicate relatively tight housing markets.



Residential homes located along Main Street in East Jordan.



Historic Housing along Main Street in East Jordan.



Downtown during the Freedom Festival. Photo courtesy of Tamantha Lane

The economic profile of a given community is driven to a large extent by those of the region in which it is situated, and more broadly by national and international trends. This chapter begins by exploring the recent economic landscape throughout northwest Michigan and Charlevoix County and then examines the characteristics of East Jordan.

THE ECONOMY IN NORTHWEST MICHIGAN

2015, Networks Northwest, the planning organization for Northwest Michigan's 10-County region, published a report titled "A Framework for Growth and Investment," which charted a roadmap for municipalities to enhance economic vitality. The report found that although the region's population remained stagnant between 2010 and 2015, new forms of economic activity still emerged since the Great Recession in the form of technology, information, and tourism. The plan defined 31 "growth and investment areas" throughout northwest Michigan, which are existing employment and population centers with public utilities best positioned to accommodate future growth. The City of East Jordan, was included among these designated growth and investment areas. Considering the City's recent water and sanitation expansions prior to 2019, the City is uniquely positioned to accommodate further growth. The plan recommends a series of best practices for communities to attract emerging economies, which include maintaining robust and affordable public services, promoting high-capacity and low-cost broadband, and retaining talent by creating high-quality, memorable places.

CHARLEVOIX COUNTY ECONOMY

Workforce and Economic Indicators

The dynamics between household employment, income, and expenses have changed in multifaceted ways in Charlevoix County since the Great Recession. In 2019, attracting and maintaining a skilled and viable workforce is a key concern for communities throughout Michigan. Data suggests that the County's migration rates have fluctuated in recent years, although out-migration of residents may have started to outpace in-migration by 2015; Charlevoix County had a net gain of 122 residents per year in 2010, which reversed to a net loss of -220 residents by 2015, although this rebounded the following year. Because younger workforce demographics are also more likely to relocate geographically, communities will need to monitor these numbers to indicate workforce trends. During the same years, the percentage of county residents with at least an Associate's degree rose, which is a positive trend in today's economy. Meanwhile, the county's rising median age and growing share of retirees led to a decline in the share of residents in the labor force (residents working or able to work) between these years. That notwithstanding, the County's labor force participation was roughly on par with the statewide labor force participation rate of 61.3% in 2015. Together with the unemployment rate among workers, this meant that just over half of residents over the age of 16 (55.1%) were employed, which also resembled the statewide figure (55.2%).

NETWORKS NORTHWEST 2015 AT A GLANCE

Tourism-related employment accounts for nearly 30% of the region's total jobs and growth is expected to remain steady through 2030.

Knowledge-based industries such as finance, information, and professional management were expected to grow by 11% between 2015 and 2023.

Employment in healthcare, which offers high average wages, was expected to grow 21% between 2015 and 2023

From A Framework for Growth and Investment in Northwest Michigan

American Community Survey estimates show that 12% of Charlevoix County households lived in poverty in 2015, which was below the statewide share of 15%. Further, United Way organizations throughout Michigan study households termed ALICE (Asset limited; income constrained; employed), which are households whose incomes exceed federal-defined poverty standards but struggle to cover basic expenses including housing, food, and healthcare in their community. In Charlevoix County, ALICE households comprised over one fourth (27.0%) of the total in 2015, a figure that rose in the preceding years as it did throughout the state. Together, households with incomes in the ALICE range and those in poverty made up an estimated 39% of total households in Charlevoix County in 2015. This share was estimated to be far higher in the City of East Jordan (55% of households) where the median annual incomes for all workers (\$22,436) were estimated at more than one quarter below that of the County (\$30,380). Another characteristic of Michigan's transition toward a service economy is rising economic inequality, and this trend is reflected in Charlevoix County. One objective measure of this is determined by dividing the mean income among workers with the highest 20% of annual earnings by the mean income

among workers with the lowest 20% of annual earnings. American Community Survey estimates show that this ratio increased in Charlevoix County after the recession.

Industries and Employment

Several of the economic trends examined by Networks Northwest are reflected in employment patterns in Charlevoix County. The graph conveys the number of paid employees within five major industries between 2006 and 2016. One major theme is the size of the industries relative to one another. Although the recession reduced the County's manufacturing employment, the sector remained the single largest segment of the economy throughout the timespan, comprising about 30% of the County's 8,288 jobs. The graph shows that Charlevoix County jobs in retail and accommodation and food services fell in 2010 but subsequently rose by the middle of the decade at a similar rate compared with manufacturing. In fact, the ratio of manufacturing to retail jobs remained at about 2.83 throughout this timeframe.

The graph also conveys rates at which employment changed across industries. Notably, the number of manufacturing jobs rebounded roughly 15% from 2,200 to 2,523 in only the four years following 2012. By 2016, employment in the sector was greater than in 2006, which is unique in Michigan communities. Although the county's manufacturing jobs dropped with the relocation of EJ to Antrim County, these figures show that the region's manufacturing businesses will remain an economic driver. Meanwhile, work in healthcare and social assistance, which Networks Northwest cites as an emerging sector, grew steadily and at a greater rate than any other industry between 2006 and 2016. In fact, Charlevoix County, added 513 new jobs in the sectors between 2006 and 2016, an increase of 62%. Meanwhile, employment the County's two tourism-related industries, retail and accommodation and food services declined slightly in this timeframe, although employment in both picked up

TABLE 8: LARGEST EMPLOYERS IN CHARLEVOIX COUNTY

COMPANY	LOCATION	EMPLOYEES	BUSINESS TYPE
Boyne USA Inc	Boyne Falls	565	Recreation Resort
EJ	East Jordan	500	Iron Products Manufacture
Munson Healthcare Charlevoix	Charlevoix	400	Hospital; Health Services
LexaMar Corp	Boyne City	345	Manufactures Plastic Products
Grandvue Medical Care Facility	East Jordan	240	Assisted Living Facility
Summertree Residential Centers	Boyne City	170	Mental Health Facilities
NW. Mich. Community Mental Health	Charlevoix	169	Preventative Health Services
Harbor Industries Inc.	Charlevoix	160	Window & Lobby Display Manuf.
Honeywell International Inc	Boyne City	160	Manufactures Aircraft Parts and Equipment
St. Mary's Cement Inc	Charlevoix	124	Manufactures Cement

Source: Northern Lakes Economic Alliance

by roughly 15% between 2012 and 2016. The number of jobs in varied professions including law, finance, accounting, insurance, and business was only 473 in 2006, and the county shed about 80 of these over the subsequent decade.

CITY OF EAST JORDAN JOBS

Three major variables describe the make up of employment in a community.

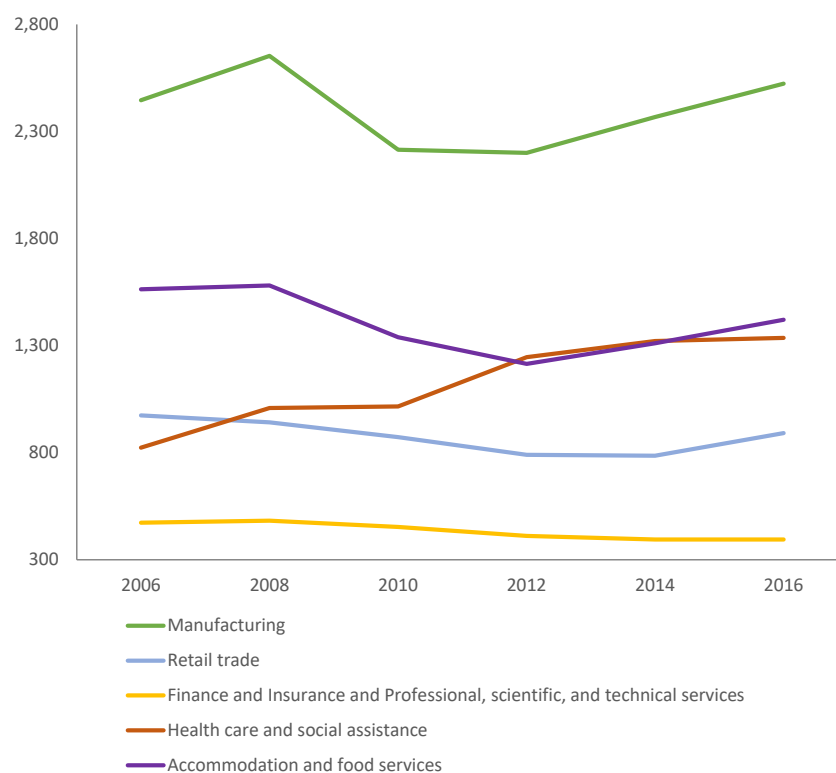
- The number of jobs located in a community by industry;
- The number of residents employed by industry; and
- The number of employees each business has.

The number of jobs and residents employed corresponds to the federal North American Industrial Classification System (NAICS) codes, which categorize businesses based on their primary activity (highest revenue-generating activity).

Manufacturing

With the creation of the East Jordan Iron Works foundry early in the community's

FIGURE 5: INDUSTRIES IN CHARLEVOIX COUNTY



history, manufacturing has played a key role in the local economy. In 2017, the sector comprised 713 of the 1,724 jobs in East Jordan, a proportion of 41% of the total employment. In that year, these jobs were spread between only two establishments, which means that each one maintained a large workforce. Although this is the most current employment data as of 2019, the number of manufacturing jobs in the City has decreased significantly with the relocation of EJ's production facility to Warner Township in Antrim County in 2018. In 2017, the company maintained an estimated 500 employees in East Jordan. That notwithstanding, the facility's relocation has also presented a unique opportunity to redevelop the waterfront site for diverse recreational, residential, and commercial activities over time as the company continues to relocate production. For a detailed discussion on the community's vision for its future, refer to the redevelopment section of this report.

Retail and Hospitality

With the region's diverse recreational resources, the tourism-related industries of accommodation and food services and retail comprise large segments of the local economy. Together, they provided 384 jobs East Jordan in 2017, which comprised over one fifth (22.3%) of the community's jobs. The proportion of community jobs in that sector likely increased significantly between 2017 and 2019, however, with the relocation of the EJ facility.

Although data on earnings and seasonal employment are not available for East Jordan because of the community's small size, trends at the County level give a general depiction of these variables. The median annual earnings for Charlevoix County residents employed in retail (\$22,311) was only about three quarters (73.4%) of the median annual earnings for employed residents across all industries (\$30,380). Meanwhile, the median annual earnings among County residents employed in arts, entertainment, accommodation and food services (\$14,714) was only about half (48.4% of) the countywide median across all industries. Communities throughout

the region struggle with low-wage service jobs; it hurts local economies by making jobs difficult to fill and by lowering households' discretionary spending power. Large shares of the City's employment in both industries were also part-time or seasonal; only 59% of the Charlevoix County jobs in retail were full-time and year-round in 2016, while that proportion was even lower (42.8%) in arts, entertainment, recreation, and accommodation, and food services. These characteristics often leave employees without health insurance and benefits and causes seasonal declines in spending.

Healthcare, Education, and Social Assistance

Another 205 jobs in East Jordan were in the sectors educational services, healthcare, and social assistance in 2017, which together made up the third largest share of employment. Jobs in these sectors were provided through larger institutions including the East Jordan Public Schools, which maintained a staff of 46 teachers in addition to administration and support staff, as well as through healthcare establishments including East Jordan Family Health Center and Grandvue. Employment in this industry offers higher than average earnings for Charlevoix County; the median annual earnings of \$35,611 among county residents employed in the industry was 17% higher than the countywide median earnings across all industries (\$30,380). Although both industries offer full-time and year-round throughout northwest Michigan, only 46.3% of Charlevoix County jobs in healthcare and education and social assistance had the advantages of year-round and full-time stability in 2017. Further, employers in northwest Michigan report a shortage of skilled workers to fill jobs in the industry. This is in part due to lower salaries paid by healthcare institutions in northwest Michigan compared with other institutions throughout the state.

The City's healthcare employment is a positive trend, although lack of skilled workers is a reoccurring theme in Michigan. Employers in both healthcare

professions and manufacturing cite a lack of training and education as a barrier. To address this, cities can pursue workforce initiatives, such as professional apprenticeships with business owners, and by forming partnerships with public schools, community colleges to promote professional training. These types of programs can help ensure that youth stepping into the workforce have a variety of professional training options readily available to them, and that these training and educational programs support the needs of community businesses as well as those that would relocate to the community. The City of East Jordan could continue to seek partnerships with institutions such as the schools and North Central Michigan College to further these initiatives.

High-Technology and Skilled Industries

One highly discussed topic in 2019 is the emergence of the “new” economy based in knowledge, information, and dependent on a skilled labor force, which contrasts with the “old” economy rooted in manufacturing and dependent on natural resources. The types of businesses in this sector are increasingly diverse but prominently include computer systems management. This transition toward knowledge-based economies has been distinct in northwest Michigan; the number of establishments in the region in information increased by 4.5% between 2009-2012, while the number of establishments across all industries declined by 1.5% in the same timeframe. Charlevoix County and its communities continue to have only relatively small shares of employment in these emerging industries. In 2016, there were only 35 jobs and 10 establishments in the “information” sector in 2015 in the county, while there were only 15 information-related jobs in the City of East Jordan.

THE ROLE OF SERVICES, INFRASTRUCTURE, AND PLACEMAKING

Information-centered businesses require the provision of specific services and amenities to flourish and so a community’s ability to provide these services is therefore key. East Jordan can pursue several strategies to provide these amenities. In 2019, the City already has robust broadband service provision; the website “Broadband Now” indicates that 12 service providers offer services to the community, and that the average download speed is 66.70 mbps, which is 82.0% faster than the statewide average. Simultaneously, businesses have access to more than 5 Internet service providers, and this type of competition moderates the price of service. In 2016, the City deployed free public Wi-Fi in the community’s downtown. East Jordan, therefore, has a strong start on this type of supportive infrastructure in 2019.

The ability to attract an educated workforce with the skills and training to support these endeavors is also essential. This type of draw is dependent on providing a “high quality of life and place-defined by vibrant, desirable communities and environments.” In short, technology-based businesses are highly mobile, as are their workers, who seek out locations with recreational opportunities, entertainment, diverse housing, all encompassed within a “sense of place.” East Jordan’s downtown, which extends along main street has several two-floor brick buildings, with classic character and architecture, that are zoned to allow a variety of commercial and residential uses. To help further develop the district’s appeal for these important demographic groups, the City of East Jordan has added second floor residential uses as a use allowable by right in its “Central Business District” zoning designation, which extends along Main Street. The community should also continue to follow its 2018 parks and recreation plan as well as its waterfront design guidelines, which outline a framework to strengthen the relationship between downtown and the waterfront.

TABLE 9. INDUSTRY ESTIMATES IN EAST JORDAN

INDUSTRY	ESTABLISHMENTS IN EAST JORDAN		EMPLOYEES IN EAST JORDAN		MEDIAN ANNUAL INCOME FOR EMPLOYED CHARLEVOIX COUNTY RESIDENT (\$)
	NUMBER	%	NUMBER	%	
Agriculture, forestry, fishing and hunting, and mining	0	0.0	0	0.0	21,023
Construction	3	2.1	7	0.4	34,298
Manufacturing	2	1.4	713	41.4	41,957
Wholesale trade	1	1.7	1	0.1	36,667
Retail trade	25	17.4	179	10.4	22,311
Transportation and warehousing, and utilities	3	2.1	14	0.8	46,563
Information	2	1.4	15	0.9	24,844
Finance and insurance, and real estate and rental and leasing	9	6.2	59	3.4	31,591
Professional, scientific, and management, and administrative and waste management services	12	8.3	29	1.7	30,246
Educational services, and health care and social assistance	22	15.3	376	21.8	35,661
Arts, entertainment, and recreation, and accommodation and food services	15	14.5	205	11.9	14,714
Other services, except public administration	20	13.9	54	3.1	23,786
Public administration and industries not classified	14	9.7	72	4.2	36,310
Total	128		1,724		30,380 (Median)

Source: ESRI Business Analyst and American Community Survey 5-year estimates 2013-2017

Waterfront Subarea Design Guidelines

In 2018, East Jordan also adopted design standards for its waterfront areas to better foster a sense of place. One of the primary recommendations was to concentrate densities in the community's downtown, with new buildings constructed at a desired height of 48 feet, or roughly three floors. Radiating out from downtown, new construction should become less dense in the commercial properties west of the Jordan River. The guidelines also suggest that new infill buildings should fit their context by being constructed at similar heights as adjacent buildings. The guidelines also suggest the reuse of historic buildings and the addition of architectural details including awnings and glass doors.

CITY OF EAST JORDAN WORKERS

Commuting

With its heritage as the East Jordan Iron Works location, the City of East Jordan has functioned as an employment center within Charlevoix County. The U.S. Census Bureau has an online application called "On the Map" that aggregates payroll data collected from businesses to estimate levels of commuting between geographies. The application estimates use the most recent data available in 2019, which was collected before the EJ company's relocation. The numbers indicate that these commuting patterns held constant through 2017, although this may have shifted since the relocation.

The Census Bureau's tool shows that 896 of the City's workers commute into the community from outside its boundary daily. Simultaneously, a total of 729 of East Jordan's employed residents, commute outside the City boundary daily for work, while only 186 employed residents also work in the City. Taken together, this means a net inflow of 167 people into the City boundary daily for work. With the relocation of roughly 200 EJ jobs to Antrim County, it can be assumed that these commuting patterns have also changed however and it is possible that East Jordan has lost some of its workers that commute in from outside. It is important to bear in mind that the Census Bureau's estimates of commuting may not correspond exactly with the American Community Survey's estimates of employed residents or ESRI's estimates of jobs in the City. This is because these analyses source different data.

INDUSTRIES AND EMPLOYMENT

This section inventories the jobs that East Jordan residents hold. In locations where commuting between communities is heavy, there can be a large discrepancy between the types of employment and establishments located within the community and the types of jobs that residents hold. Data from the American Community Survey indicates that this is somewhat true in East Jordan; the jobs that the community's residents hold does not exactly track the community's jobs.

With East Jordan's large proportion of retirees, the community's labor force participation rate was about 3% lower than the statewide rate of 61.2%. Taken with the unemployment rate within the labor force, this meant that about 976 residents throughout the community were employed in 2017. Following its historic location as the EJ foundry, just under a third (30.7%) of resident workers were employed in the sector, although American Community Survey data suggests that this proportion may have declined since 2010, at which time 38% of the City's workers were employed in the sector. Margin of error makes this

TABLE 10. LABOR & EMPLOYMENT

	EAST JORDAN
Resident labor force	
Percent of residents in labor force	58.3%
Number of residents in labor force	1,053
Labor force unemployment rate	7.3%
Number of employed residents	976
Percent of residents employed by industry	
Agriculture, forestry, fishing and hunting, and mining	0.0
Construction	10.0
Manufacturing	30.7
Wholesale trade	1.3
Retail trade	11.1
Transportation and warehousing, and utilities	1.7
Information	0.9
Finance and insurance, and real estate and rental and leasing	4.3
Professional, scientific, and management, and administrative and waste management services	11.0
Educational services, and health care and social assistance	13.7
Arts, entertainment, and recreation, and accommodation and food services	11.8
Other services, except public administration	3.0
Public administration and industries not classified	0.4

difficult to know with certainty, however. In any case, this proportion remains high compared with neighboring Boyne City and Charlevoix, where manufacturing employment comprised 17.1% and 11.0 % of residents' jobs, respectively. Over one fifth (22.9%) of employed East Jordan residents worked in either retail or arts, entertainment, accommodation, and food services. Meanwhile, employment in education and healthcare made up only about 13% of the community's employment, which suggests that workers in this sector are among those commuting into the City from outside for work. Employment in professions such as law, business, and finance, which are categorized under professional, scientific,

WHICH OF THE FOLLOWING ACTIONS WOULD YOU BE IN FAVOR OF THE CITY OF EAST JORDAN TAKING TO IMPROVE THE LOCAL ECONOMY?

"Provide incentives for locally-owned businesses" – chosen by 72% of respondents

"Work to increase all forms of tourism" – chosen by 66% of respondents

and management jobs also made up a larger share of residents' employment than jobs in the City, suggesting that workers in this sector are among those traveling outside the City for work.

RETAIL MARKETS

One major concern when it comes to the economic vitality of business districts is how well local demand for products and services matches businesses' supply of those goods and services. The "Retail Market Place Profile" created by ESRI's Business Analyst software aggregates demographic, payroll, and other public consumer data to estimate this. A "surplus" industry means that visitors from outside East Jordan come to the community for the good or service, while conversely, "leakage" markets are where community residents travel outside of the City limits to access the good or service. The Retail Market Place Profile also quantifies in dollar terms the value of surplus and leakage.

The retail markets wherein East Jordan businesses attract patronage from outside the community are varied, but prominently include food and beverage-related submarkets. Surplus to community businesses from outside the city across the two markets of restaurants and eating places, and food services and drinking places totals an estimated \$7,655,319 annually. This is a great trend, considering that all these businesses are components of a thriving tourism economy. The City could, however, work on initiatives to

build on these strengths considering that about three quarters (74%) of community survey respondents answered "restaurants and eateries" when asked the assets needed to support a thriving East Jordan. Further, over one third (35%) of survey respondents answered that "more locally-owned businesses" were "very important" features when planning for the future of East Jordan's downtown. Other retail market segments including beer, wine, and liquor stores, grocery stores, and food and beverage stores grossed over an estimated \$17,000,000 in consumer surplus from nonresidents. Given this positive starting point, the community could build on these strengths, considering that "retail and shopping opportunities" was chosen by 57% of survey respondents as one of the four most important improvements.

Retail markets in which local businesses' provision of goods and services do not meet community demand and range from essential, everyday goods and services to specialized markets. Notably, tourism-related retail including clothes and clothes accessories stores, sporting goods, hobby, and musical instruments stores, and furniture and home furnishings stores are markets wherein East Jordan residents go elsewhere to procure goods. "Leakage" from these three markets alone totals an estimated \$1,619,634 annually. The City should seek to share these findings with businesses in the community and with potential new business owners in the community. Organizations such as the East Jordan Area Chamber of Commerce and the Boyne Area Chamber of Commerce, which provide business advocacy, networking, and information sharing would be good starting points. Sharing these findings could help business owners better match their supply of goods and services with local demand

The City could also work with other private sector partners at the county and state governments to provide other incentives and training for businesses. Access to sufficient capital is often a barrier to potential businesses getting off the ground. Programs such as microloans, which are financed by the U.S. Small

Business Administration, and revolving loan funds, which can be created through public-private partnerships, can be administered at local scales to increase access to flexible financing and low-interest capital.

The City of East Jordan already has a strong DDA that finances projects by capturing tax revenue, and the organization could therefore be instrumental in developing these programs. Local chambers of commerce, including the East Jordan Area chamber, are important organizations that work to package the area's businesses with recreational amenities and develop an appealing and unified image. The City of East Jordan should continue to partner with these organizations to update and implement its most recent economic development plan, which includes marketing available commercial space to businesses and developers, and promoting the City's amenities and image through online platforms. The City could also use findings on total retail and surplus to assess the provision of commercial space in the City and adjust zoning accordingly.

CHARLEVOIX COUNTY RETAIL MARKETS

The dynamics of East Jordan's retail markets are interesting to note in the context of business patterns throughout Charlevoix County. The graph shows the change in the County's downtown retail and service businesses between 2006 and 2016. One notable trend is the decline in the number of establishments categorized as "hotels" between these years. Although the graph does not convey trends on the size of existing businesses, the number business consolidations, or the emergence of "sharing economy" forms such as Air B&B, this trend, in conjunction with the region's burgeoning tourism economy, could signify a gap between supply and demand in accommodation. Further, other niche markets such as specialty beverage and food stores have grown throughout the County. Although this trend could signify greater levels of competition

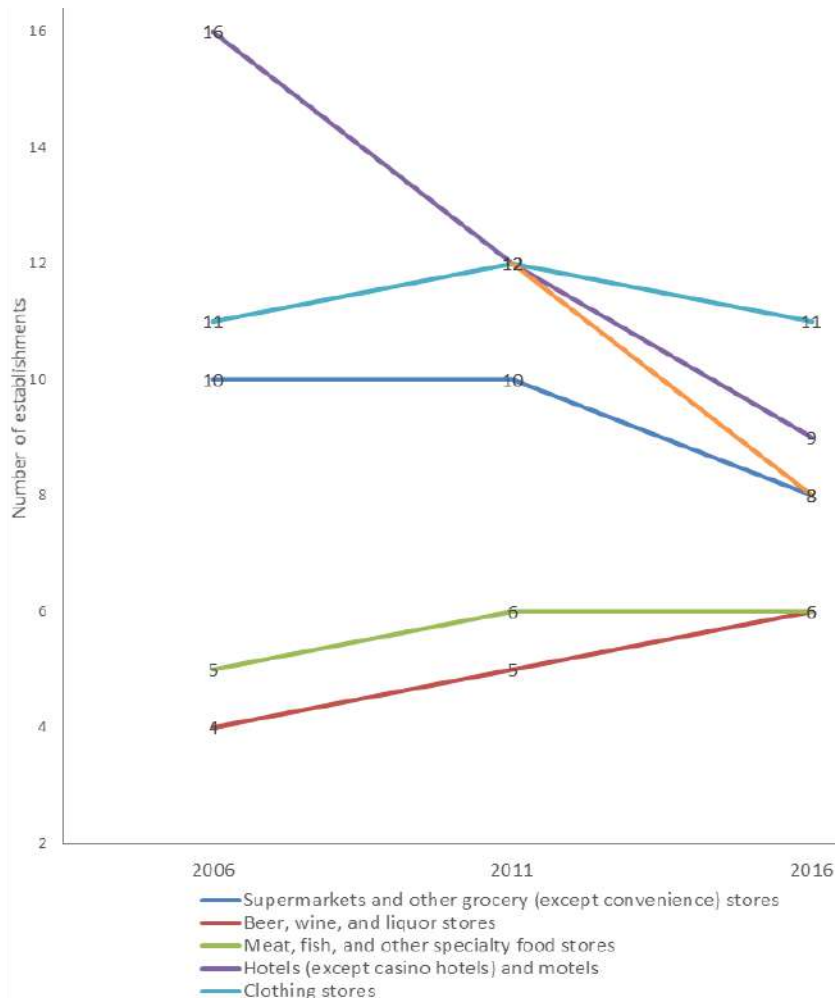
TABLE 11. TOP 10 SURPLUS INDUSTRIES

INDUSTRY	SURPLUS (DOLLARS)	# OF EST. IN EAST JORDAN
Food and beverage stores	8,818,341	Data Not Available
Grocery stores	7,239,786	2
Gasoline stations	4,043,987	1
Restaurants and eating places	3,920,262	11
Food services and drinking places	3,735,057	11
Health and personal care establishments	2,538,836	2
Beer, wine, and liquor stores	1,788,151	1
Building material and supply dealers	1,460,579	3
Building material, garden equipment and supply stores	1,279,013	3
Other general merchandise stores	492,192	3

TABLE 12. TOP 10 LEAKAGE INDUSTRIES

INDUSTRY	LEAKAGE (DOLLARS)	# OF EST. IN EAST JORDAN
Motor vehicle and parts dealers	4,458,919	2
Automobile dealers	4,113,824	1
Furniture and home furnishings stores	715,655	0
Electronics and appliances stores	701,274	0
Clothing and clothes accessories stores	623,559	1
Other miscellaneous store retailers	597,382	0
Nonstore retailers	456,993	0
Electronic shopping and mail order houses	338,183	0
Home furnishings stores	280,420	0
Sporting goods, hobby, and musical instruments stores	245,551	2

FIGURE 6. RETAIL MARKETS IN CHARLEVOIX COUNTY



Source: American Fact Finder - County Business Patterns

between retailers, it could also show greater industry-related knowledge among local business owners, as well as increased access to distributors and suppliers locally and customers throughout the county. All of this could be leveraged to support more of these businesses in East Jordan.

ORGANIZATIONS SERVING EAST JORDAN'S ECONOMY

East Jordan DDA

The East Jordan DDA is a local board composed of appointed members with the purpose to support the community's economy. The finances improvements to downtown's physical realm, streetscapes, and infrastructure, and by collecting property tax revenue from properties within the organization's district. The organization also supports redevelopment with the use of this tax revenue. The City's DDA boundary extends throughout downtown and encompasses the EJ foundry, as well as the M-66, M-43 and C-48 corridors. In 2019, the East Jordan DDA is contracting with the Northern Lakes Economic Alliance to create a part-time professional coordinator position, which will help move projects forward.

Northern Lakes Economic Alliance

Often, economic development is best addressed at the regional and by forming partnerships between individual communities. Northern Lakes Economic Alliance is a regional nonprofit that seeks establish these types of connections in support of the local economy throughout Charlevoix, Antrim, and Cheboygan Counties. The organization assists both communities and businesses throughout the region by helping attain tax incentives from the state for redevelopment purposes, and establishing local development finance authorities, which can help create financing options for new businesses. In terms of downtown support, the organization can help communities obtain funding including community development block grants, which can be used to improve building

facades. The organization also supports businesses by connecting them with jobs seekers and talent and by providing technical assistance.

Michigan Small Business Development Center

Access to technical knowledge and financing is often an impediment to entrepreneurs and to address this issue, the Michigan Small Business Development Center offers consulting services to business owners. The organization provides information on financing sources and assists entrepreneurs in accessing grants and loans for business ventures. It also provides training to new entrepreneurs including business plan creation, social media, marketing, and human resources. The organization has a business resource center in Gaylord and an office in Traverse City hosted by Networks Northwest,

and professional certifications in trades including hospitality and hotel management, small business, marketing, as well as welding, nursing, and other health-sciences.

East Jordan Area Chamber of Commerce

The East Jordan Area Chamber of Commerce is a membership-based organization of local businesses working to promote networking, information sharing, and cooperation throughout the East Jordan, Ellsworth, and Atwood communities. The Chamber provides services to area businesses including counseling, business advice, and technical assistance and helps new entrepreneurs get established in the community.

North Central Michigan College

North Central Community College is located in Petoskey, roughly 20 miles to East Jordan's north and is the nearest community college to the City. The institution offers a variety of training

LOCAL ECONOMIC DEVELOPMENT APPROACHES

Business Financing - Offer microloans or revolving loans funds to new businesses through local community development financing institutions.

Talent Retention - Encourage youth and skilled workers to live locally by providing networking opportunities and enhancing "place" through recreational, parks and trails.

Business Incubator and Coworking Spaces - Create a shared office space for new businesses and to connect them with common resources.

Marketing - Develop a unified image for the community through a marketing plan and market existing spaces to businesses and developers.

Training and Education - Partner with educational institutions to promote professional training in industries with talent gaps including advanced manufacturing, hospitality, and healthcare.

Source: Networks Northwest - A Framework for Growth and Investment in Northwest Michigan



Redevelopment

9

Communities throughout Michigan are uniquely positioned for physical and economic revitalization as the state's economy transitions from manufacturing and toward services and recreation, and East Jordan is no exception. Action on the part of communities is essential to making transformational change. The East Jordan community charrette was an essential element in informing the redevelopment visions for three priority sites: (1) the EJ site; (2) the city-owned boat launch; and (3) the city-owned community center. The following chapter highlights priority redevelopment sites in East Jordan as well as priorities for public investment along key corridors and downtown to help facilitate private investment.

REDEVELOPMENT READY COMMUNITIES

In March 2017, the City of East Jordan formally passed a resolution of intent to pursue Redevelopment Ready Communities (RRC) certification and City's staff subsequently submitted a report identifying the community's next steps.

Redevelopment Ready Communities (RRC) is a program administered by the Michigan Economic Development Corporation as a voluntary, no-cost certification designed to help cities attract investment and residents. To participate, cities must follow a set of RRC best practices defined by the state agency to achieve certification. These best practices include improving planning, zoning, and a streamlined development process to signal to developers and investors that the community is ready for

reinvestment. One important part of the process is to identify and catalog sites that are vacant, obsolete, or underused and located in areas that have large impacts such as neighborhoods or downtowns. In the RRC process, the community takes this initiative and defines its selected sites and markets it to the private sector.

The municipality first defines its sites, collects information on them, convenes a process to define the community's preferred vision for them. It then identifies potential resources and incentives that could be used to implement the vision, and then markets the sites to developers. The approach is designed to accomplish desirable outcomes by establishing community support ahead of time and proactively marketing a defined vision to developers with the expertise to implement it. The sites for RRC should be selected by consensus but the State's guidelines can help in establishing promising options. The state recommends that redevelopment sites can be a range of poorly used parcels including:

- Vacant land
- Surface parking lots
- Former industrial sites
- Brownfields and contaminated sites
- Historic rehab or adaptive reuse

East Jordan is close to achieving the state's certification. The City has already cataloged information on three city-owned high-impact redevelopment sites near downtown and initiated a community-driven process to envision their future.

TABLE 13. PRIORITY REDEVELOPMENT SITES

SITE NAME	SIZE (ACRES)
Former EJ Foundry	64.40
Community Center	0.37
Public Boat Launch	1.27

FORMER BOAT LAUNCH

The first of these is the former municipal Boat Launch at 98 Bridge Street. The community envisions that the site, with its waterfront access, could accommodate a mix of retail, dining, and housing.

The proposed development for the boat launch site seeks to maintain the valuable park setting at waters' edge of Lake Charlevoix. To achieve this, the eastern portion of the site will be developed as a public park space in the plan, featuring decks and piers for water and fishing access, a lakeside picnic shelter, and a portion of nonmotorized pedestrian trail linking the space to the proposed boardwalk spanning the Jordan River.

The west portion of the site will be developed to establish commercial and residential opportunities. This development would include single-story commercial featuring upper-level space, which could possibly accommodate uses such as rooftop dining. The two-story developments in the center of the site represent additional first-floor commercial retail opportunities, while the second floor and rooftops would serve as residential space. Because of their orientation and proximity to the lake, residential spaces would provide valuable view of Lake Charlevoix and downtown East Jordan, and proximity to the adjacent proposed park space.

The proposed redevelopment plan for the Boat Launch site could represent a visual gateway and introduction to Downtown East Jordan.

COMMUNITY CENTER

The second of these sites is East Jordan's community center located at 116 Main Street downtown, which could house a flexible mix of service, residential and retail uses.

The development proposed for the community center site would be a traditional first-floor retail, second-floor residential building that would match and complement the existing architectural style. The proposed development maintains and enhances the existing physical setbacks of the existing community center building. This enhances pedestrian activity and can create opportunities for pedestrians to linger, whether it is to shop, dine, or interact with other pedestrians.

The recessed setback of the proposed development leads to an open atrium that physically splits the development. The open atrium presents the opportunity for additional commercial frontage and access to upper-level residential units. Furthermore, the open atrium would allow pedestrian circulation from the post office to the east, to Main Street, at which point there are established mid-block pedestrian routes to the marina and waterfront.

Impact on Future Land Use

Many of the elements of the preferred framework plan have been integrated into the Future Land Use Map (found in Chapter 11: Future Land use and Zoning). On the Future Land Use Map, the majority of the site is designated as waterfront mixed use. The primary purpose of the Waterfront Mixed Use designation is to capitalize on the beauty of Lake Charlevoix while strengthening the character of East Jordan. This use category provides for a mix of residential, commercial, service, entertainment, recreational, and lodging uses in a waterfront setting. Development in these areas should be pedestrian oriented, emphasize physical and visual connections to the water, and complement the surrounding uses.

FIGURE 7. FORMER BOAT LAUNCH CONCEPT



FIGURE 8. COMMUNITY CENTER CONCEPT

CITY-OWNED COMMUNITY CENTER SITE

Pictured above is an illustrative rendering of the proposed redevelopment of the city-owned community center site. Pictured on the bottom is conceptual rendering of the redevelopment site from a birds eye perspective.



Beckett&Raeder

Community Center
Redevelopment Concept
East Jordan Masterplan
East Jordan, Michigan

Concept Plan

September 2019

The EJ site design is explored in full in an appendix of this plan. The northern portion of the EJ site is designated as single family residential. The reasoning for this is because the City acknowledges a great need for workforce housing while also acknowledging the potential for tax revenue from higher end residential development along the lakeshore. Furthermore, the City does not want to overbuild commercial amenities outside of the core of the city. This land use designation allows the commercial land expansion to be concentrated closer to the established downtown.

COMMERCIAL CORRIDORS

Four geographic areas in East Jordan accommodate the City's commercial and industrial businesses.

Downtown East Jordan

The City's vibrant downtown extends three blocks along Main Street between Mill Street in the south and Garfield Street in the north. The first two blocks north of Main Street include several historic brick structures that hold restaurants, and locally owned shopping establishments. The historic buildings are a unique feature and show that the City of East Jordan, by preserving these assets, has been engaged in placemaking for years prior to 2019. Meanwhile, Main Street's physical design, which includes wide sidewalks, uniform street tree plantings with mature street trees, on-street parallel parking, further strengthens the character of the district. In line with these characteristics, the uses and physical design of buildings are regulated under the City's "Central Business District" zoning, which has the intent of providing space for office, business service, entertainment, and residential uses within a pedestrian-oriented environment. Despite the presence of strong built characteristics and core businesses, vacant stores fronts and unused second floor spaces within many historic structures also characterize the district. The City of East Jordan should continue to explore programs to support

REDEVELOPMENT SITES DESIRED USES

Former EJ Foundry

Single family housing (large, medium, small lot)
Mixed commercial / multifamily
Hotel
Commercial
Greenway / trails / public space
Pier and marina

Community Center

Pedestrian alleyway
Dining with outdoor seating
Retail

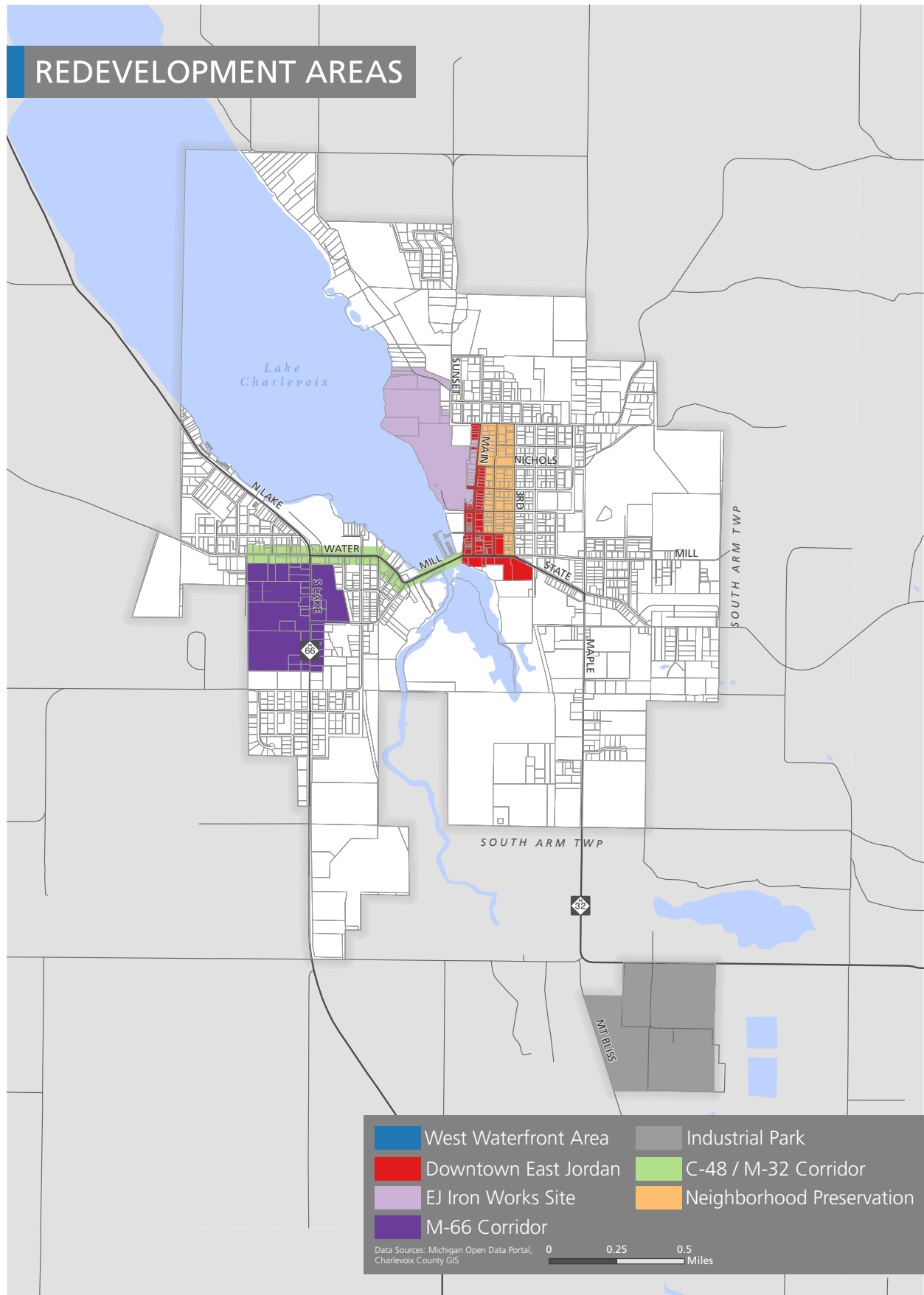
Former Boat Launch

Mixed commercial and residential
Green space / public lakefront access

business growth, business incubator spaces, training for entrepreneurs, and financing options for potential businesses. Partnerships with educational institutions, chambers of commerce, MEDC, and the DDA will be key.

Despite the corridor's classic design, empty commercial lots where demolition has occurred weakens the contiguity of downtown in 2019. In the year prior, the City of East Jordan undertook a planning process for the community's core called the "Waterfront Subarea Plan Design Guidelines", which made suggestions to strengthen the district's physical character. According to the plan, the three blocks of downtown should continue to have the greatest build densities in the City in keeping with the district's traditional historic character. Building heights of up to 48 feet or four stories should be encouraged within the district where redevelopment is necessary, while the "adaptive reuse" of the district's historic buildings should be encouraged where

MAP 11. REDEVELOPMENT AREAS



possible. Further, physical density and building massing should concentrate at the intersection of Spring and Main Streets and then decrease on the blocks extending north along Main Street. As of 2019, the “Central Business District” zoning designation includes strict minimums on building setback and yard requirements as well as inflexible limitations on building height. The City should continue to examine the area’s zoning and consider changes that could help facilitate desired development patterns from the downtown plan. Measures such as establishing maximum front setbacks and minimum street frontage requirements could help create more dense development patterns as sites are strategically redeveloped. Reducing buildings physical requirements, including setbacks would also incentivize redevelopment by allowing developers to maximize space within new structures. The construction in 2015 of a two-floor structure at the corner of Main and Mill Streets, has brought new commercial space, added a focal point to the district, and set the precedent for redevelopment. The waterfront design guidelines also put forward projects regarding improved streetscaping, pedestrian connections, and connections between downtown and the waterfront. The City should continue to implement these standards

M-66 Corridor

The M-66 corridor in East Jordan extends along the highway between Water Street in the north and Erie Street in the south. The corridor’s northern extent features a variety of commercial services and professional offices, as well as national food service chains. Continuing south toward the intersection with Bridge Street, the corridor contains a Family Fare supermarket as well as more retail, institutional uses, and commercial services before transitioning to residential. Compared with the community’s downtown, the corridor’s physical attributes are oriented towards automobile rather than pedestrian access; buildings along M-66 are set back from the roadway and feature parking situated between buildings and the street as well as separate access driveways for each structure. In 2019, sidewalks extend only along the eastern side of M-66. Commercial properties in this district are regulated under the City’s “Local Commercial District” zoning designation, which provides space for commercial uses that satisfy the needs of surrounding residential areas. Corresponding with this purpose, structures on properties under this zoning designation are subject to inflexible setback and yard requirements

LOCAL ECONOMIC DEVELOPMENT APPROACHES

Business Financing - Offer microloans or revolving loans funds to new businesses through local community development financing institutions.

Talent Retention - Encourage youth and skilled workers to live locally by providing networking opportunities and enhancing “place” through recreational, parks and trails.

Business Incubator and Coworking Spaces - Create a shared office space for new businesses and to connect them with common resources.

Marketing - Develop a unified image for the community through a marketing plan and market existing spaces to businesses and developers.

Training and Education - Partner with educational institutions to promote professional training in industries with talent gaps including advanced manufacturing, hospitality, and healthcare.

Source: Networks Northwest - A Framework for Growth and Investment in Northwest Michigan

FIGURE 9. M-66 CORRIDOR RENDERING



M-66 CORRIDOR DESIRED STREETScape

Pictured above is a rendering of desired streetscape elements in the M-66 corridor in East Jordan. The illustration depicts the M-66 corridor south of the Water Street (M-32) intersection. Major streetscape elements include:

- Decorative brick and metal fencing
- Sidewalks on both east and west sides of the road
- Pedestrian-scale lighting fixtures
- Increased number of street trees
- Planter boxes lining the sidewalk
- Limited number of curb cuts
- Building frontages extending to the public right of way

FIGURE 10. M-32/C-48 CORRIDOR RENDERING



M-32/C-48 CORRIDOR DESIRED STREETScape

Pictured above is a rendering of desired streetscape elements in the M-32/C-48 (Mill Street) corridor in East Jordan. The illustration depicts the M-32/C-48 corridor viewed immediately east of the 2nd Street intersection. Major streetscape elements include:

Redevelopment of the Hotel Site property with two-floor, mixed commercial & residential structures

Widened sidewalk on the south side of Mill Street

Building frontages abutting the sidewalk

Pedestrian scale lighting fixtures

Increased street tree plantings

Planter boxes lining the sidewalk on Mill Street's south side

Which of the following improvements would you like to see on the M-66 corridor?

“Enhancing the streetscape” – chosen by 63% of participants

“Improve pedestrian and nonmotorized access” – chosen by 62% of participants

Source:
East Jordan
Community
Survey Results

Which of the following potential improvements would you like to see in the C-48 corridor?

“Enhancing the streetscape” – chosen by 68% of respondents

“Improved pedestrian and nonmotorized infrastructure” – chosen by 57% of respondents

Source:
East Jordan
Community
Survey Results

of 25 feet in the front and 10 feet from side lot lines. Participants in East Jordan’s community survey indicated that improving pedestrian and nonmotorized access and enhancing the streetscape were two key improvements to the corridor. Although the corridor will likely retain its purpose of serving automobiles, the City could consider incremental improvements to facilitate these desired outcomes. For instance, adding provisions to the zoning to encourage shared driveways or limit the required setbacks could help make properties more accessible. Other measures, such as promoting parking to the rear of buildings could further help. Meanwhile, extending a sidewalk along the street’s west side and adding vegetation could create a pleasing environment for nonmotorists.

C-48/M-32 Corridor

East Jordan’s C-48 (State Street) commercial corridor extends for roughly .85 miles between the City boundary in the west and M-32 in the east. The district is contiguous to the community’s downtown and acts as a natural extension of the commercial core, although the corridor’s more automobile-oriented character contrasts with downtown. In 2019, properties along the roadway include a variety of both locally owned and national chain dining and commercial service establishments. Buildings along are set back from Mill Street and are often separated from the roadway by parking facilities. Large open spaces between buildings and unimproved lots, such as on the south side of Mill Street between Second and Third Streets, are also characteristic. Properties are split between multiple commercial designations, with parcels west of Third Street under the “Waterfront District” zoning and properties east of Third Street geared toward automotive and warehousing.

Participants in the East Jordan community survey envisioned the corridor more as an extension of the community’s downtown, with pedestrian amenities, appealing streetscape designs, and a greater variety of uses. The City and DDA could therefore

seek to finance these physical types of improvements and catalogue potential funding sources in the community’s capital improvements plan. Further, considering that conflicting uses exist between the corridor’s various zoning designations, the City could work to promote consistent zoning within the district that allows desired and complimentary businesses to be located in proximity. This could help create a unified and identifiable character separate to but complimentary of downtown. For instance, the presence of some automotive-serving and warehousing disrupts what might otherwise be a continuation of downtown. Properties are also subject to inflexible requirements, which mandate a minimum number of spaces based on the square footage of commercial space. Imbuing parking requirements flexibility and limiting driveways could promote a better pedestrian environment while simultaneously incentivizing redevelopment by increasing buildable space. Other improvements including street lighting installations and crosswalk installation could also help in this.

Industrial Park

East Jordan’s industrial park is an area of contiguous industrial land incorporated within the City of East Jordan but located southeast of the community’s main portion. Industrial businesses in this designated area have access to high levels of sewer and water provision from the City. Most properties within the industrial park remain undeveloped in 2019, and there is therefore opportunity to expand industrial businesses within this consolidated service area of services. The City could partner with other institutions in the region to promote training in industrial technology and skilled trades, considering labor shortages. The City and its partners should continue efforts to market the site to potential businesses and developers.



Several new structures downtown feature outdoor cafe seating.



Mill Street in downtown East Jordan.

Transportation

10

With East Jordan's unique geographic location, a variety of transportation forms, including automotive, railroad, and maritime have shaped the community throughout its history. Direct access to Lake Charlevoix and Lake Michigan for transportation was essential in providing the location for the EJ foundry. More recently, the growth of railroads and subsequently, trucking on highways replaced maritime freight and made access to highways a key element of economic success. In the late 20th century, other transportation forms including long-distance biking, water-based recreation, and snowmobiling are reshaping transportation networks throughout East Jordan and the region. Maintaining today's transportation infrastructure, including roads, sidewalks, public lake access, and recreational trails, requires careful coordination between organizations. This chapter inventories East Jordan's infrastructure, its conditions, and the organizations responsible for it.

ROADS

Classifications and Traffic

The Federal Highway Administration has a standardized classification for roadways called the "National Functional Classification System", which categorizes roads based on their traffic numbers and types, and is commonly used by federal, state, and local agencies to evaluate roads. These classifications are important because they determine whether a road is eligible for federal funding. All of East Jordan's roads fall into one of four categories;

minor arterials, major collectors, minor collectors, and local roads. The state roads M-32, M-66 and the county road C-48 are classified as "minor arterials", which are roads that carry relatively large volumes of long-distance traffic through a community and provide access to and from major commercial establishments. In line with this classification, all three of these roads serve major retail and manufacturing establishments in East Jordan and create connections with neighboring communities including Charlevoix, Ellsworth, and Gaylord. Meanwhile, Main, Sunset, Division, and State Streets are classified as "major collectors", which carry lower traffic volumes and function to connect commercial and residential properties to larger arterials. Mount Bliss Road, which provides access to East Jordan's industrial park, is the only roadway in the community classified as a "minor collector" which are similar to major collectors but with more local traffic. All other roads in the community are "local roads" which carry small traffic volumes and provide access primarily to and from residential properties. Only East Jordan's minor arterials and its major collectors are eligible for federal aid, although local roads may qualify for Community Development Block Grants and other funding administered by the state.

The Michigan Department of Transportation also calculates the average number of vehicles that travel on roadways daily throughout the year, a figure termed "average annual daily traffic". With their classification as arterial roads, M-32,

TRANSPORTATION

Map of the City of East Jordan showing the transportation network. The map includes Lake Charlevoix to the west and South Arm TWP to the south. Major roads are color-coded: red for Minor Arterials (e.g., M-66, M-32), orange for Major Collectors (e.g., Main St, Mill St), green for Minor Collectors (e.g., Maple St), and blue for Local Roads. A legend in the bottom right corner explains the color coding and includes a scale bar (0 to 0.5 miles) and data sources (Michigan Open Data Portal, Charlevoix County GIS).

M-66, and C-48 carry the largest volumes of traffic in the community. M-66, which forms a major commercial corridor in the community's southwest, carries traffic volumes ranging between 5,001 and 10,000 vehicles per day. Estimated traffic counts on Main Street and on M-32 (Mill Street) east of the Jordan River bridge are in the same range, which is significant because Mill Street is the only major connection between the City's eastern and western portions. Traffic traveling through the City therefore collects on this roadway. Residents expressed that the resulting lack of connectivity was an impediment to community cohesiveness and economic development in 2015. Although new roadways between over the River are unlikely projects, the City has worked with MDOT to develop plans for bicycle lanes in both directions and improved pedestrian amenities, which will diversify transportation options. The State's estimates indicate that traffic counts on M-32 decrease west of the bridge to between 2,001, and 5,000 vehicles daily, although the pattern of traffic bottlenecks continues. The road serves other commercial properties as it exits the City's southeast, and traffic counts stay in the same range.

"Ultimately, asset management is a planning tool that is used by transportation agencies to make the most efficient use of resources for the purposes of improving road infrastructure."

Source: Networks Northwest – A Framework for Transportation in Northwest Michigan

Ownership and Condition

The maintenance and condition of roadways is a major issue in northwest Michigan communities. A 2019 summit that convened transportation leaders throughout the state estimated that the funding gap on road maintenance was between 2 and 2 ½ billion dollars annually. Further, experts at the summit concluded that costs from this underfunded infrastructure are often transferred to businesses and residents through added vehicle maintenance costs and lost productivity. These circumstances are often worse in communities where population growth is negligible and tax bases are shrinking, which is common throughout northwest Michigan. The



A sidewalk along Main Street headed north out of downtown.

FIGURE 11. ROAD CONDITION & MILEAGE IN EAST JORDAN



Source: Transportation Asset Management Council and Google Maps

issue was highlighted further by Networks Northwest, the regional planning agency for northwest Michigan. The organization evaluated pavement conditions throughout the region's roads using a standardized analysis called PASER, which categorizes conditions into "good", "fair", and "poor" condition. According to the report, degraded pavement is a major issue. Regionally, 46% of roads were rated "good" or "fair", while almost one third (31%) were rated "poor". The breakdown of conditions in Charlevoix County resembled the region's, with rough 30% of pavement throughout the county categorized as "poor". Accordingly, the report identified "asset management", the process through which communities systematically assess, prioritize, and finance road improvements as key to economic success. Because roads are maintained by multiple levels of government however, this process takes coordination.

The Transportation Asset Management Council, which is an organization associated with MDOT, also uses the PASER system to rate the quality of

pavement conditions on roadways throughout the State and according to the organization's data, several roadways in East Jordan need repair. M-66 was rated in "poor" condition south of Water Street, while the road's condition improved to "fair" north of Main Street. Meanwhile "fair" and "poor" ratings comprised the entire extent of M-66 east of the Jordan River bridge and the entire extent of Main Street within the City. Likewise, M-32 south of State Street was rated in "fair" condition. These roads are the community's main points of entrance and exit, accommodate the largest traffic volumes, and serve the largest number of businesses, and are therefore important assets to maintain.

Fortunately, the City has set a strong precedent of taking initiative with needed repairs. East Jordan resurfaced Bridge Street early in 2019 and worked with MDOT to resurface M-32 west of the Jordan River Bridge and M-66 north of M-32 in 2016. In July 2019, resurfacing projects for Sunset and Water Streets are also set to move forward. The City of East Jordan should continue to work with

45% of East Jordan community survey respondents expressed "expanded bus service" as a desired transportation improvement.

County and State governments to make these types of projects on key roadways. This is particularly salient considering residents' preferences; "improved quality of roads" was the single most selected answer by East Jordan community survey respondents when asked what transportation improvements they would like to see in the community.

PUBLIC TRANSPORTATION

In rural areas of Michigan, the geographic extent of public transportation coverage, and the frequency at which it operates are defining challenges. Despite the setbacks, Charlevoix County Transit provides a "dial-a-ride" bus service to visitors and residents where passengers request a ride in advance over the phone or online and the operator then groups their scheduled pickup with other riders in the area. Charlevoix County Transit operates a fleet of 21 ADA accessible buses. It provided over 117,000 rides to passengers throughout the County in 2013, over half of whom (53.5%) were

TRANSIT OPPORTUNITIES IN NORTHWEST MICHIGAN

Garner Ridership - Partner with tourism-related and events industries

New Rider Training - Implement travel training programs for new riders

Match Service - Coordinate with community partners including human service providers

Improve Street Grids - Support transit by better connecting road networks and mixing land uses

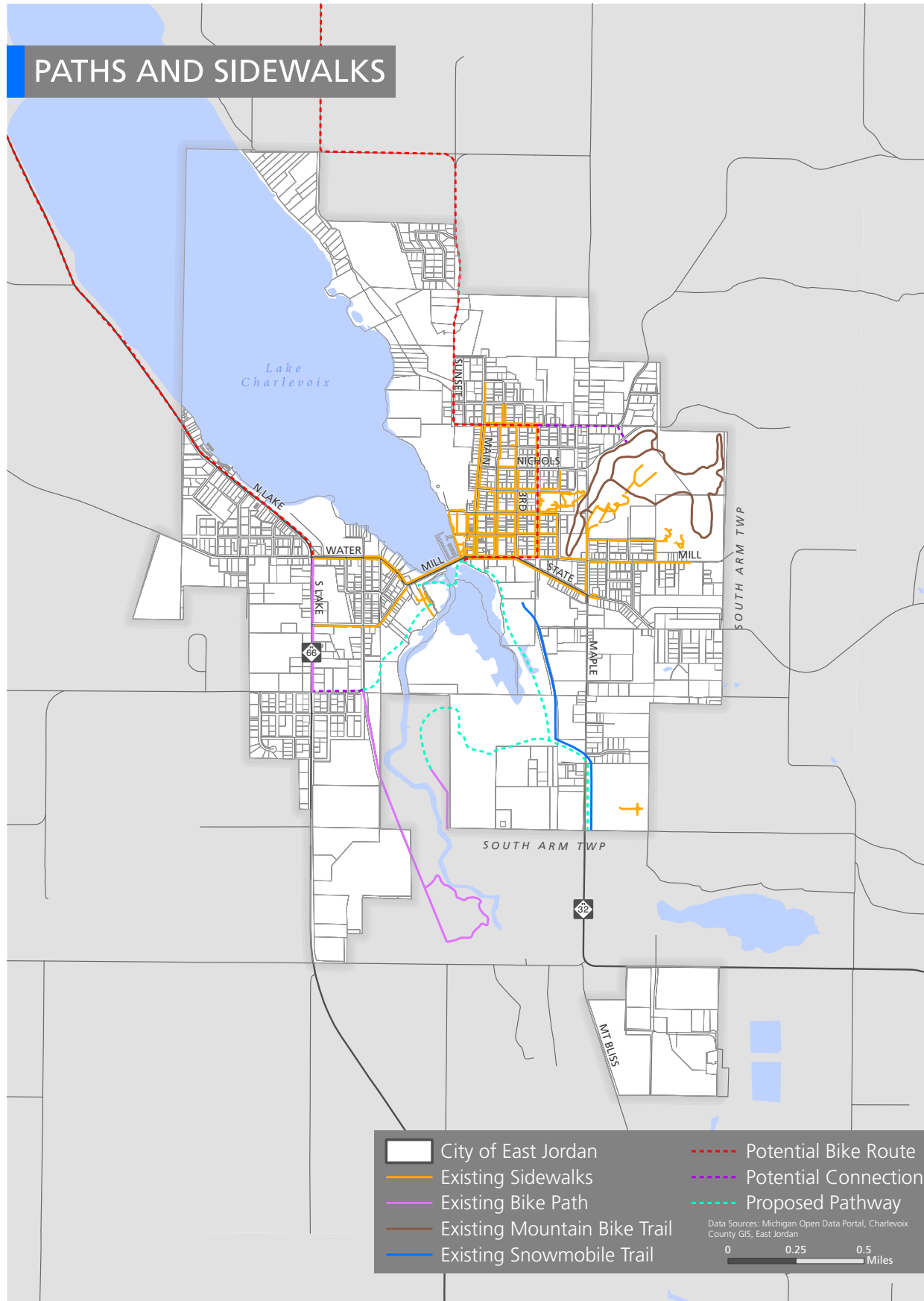
Improve Service with Technology - Improve technological support including real-time bus tracking

Source: Networks Northwest – A Framework for Transportation in Northwest Michigan



A three-way intersection with marked crosswalks in a residential areas near the East Jordan Public Schools.

MAP 13. PATHS AND SIDEWALKS



either elderly, disabled, or both. The service is financed partially through fares in addition to County millage support, although it is offered to riders of 60 years of age or older free of charge. Recent improvements to the service have enhanced its convenience and appeal, including hours that extend into the evening on weekends, and new online dispatch systems.

Still, many challenges to effective transit use exist throughout the region. Awareness of the service and how it works, as well as familiarity and comfort with, it are major barriers to garnering ridership, especially among elderly and disabled travelers. Meanwhile, lengthy travel times and call-ahead service associated with dial-a-ride formats, all deter commuters and passengers running errands from using the service. As Networks Northwest states however, public transportation has the potential to reduce the expenses for households associated with transportation, which, after housing, is typically the largest expense for households in the United States. The Center for Neighborhood Technology, a reputable community-based non-profit, hosts an interactive mapping tool which estimates that East Jordan households expend over one quarter (27%) of their monthly income on transportation-related costs on average, which is even higher than their typical housing expenses of 18%. Considering the potential benefits of expanded service in lowering these average costs, the City of East Jordan should continue to work with Charlevoix County Transit to assess the community's goals and match the service with them.

COMPLETE STREETS AND NONMOTORIZED TRANSPORTATION

The complete streets movement is a relatively popular development in transportation planning. The ideas have been pushed by national organizations seeking to make community roadways accommodate all users, regardless of their

travel mode, age, and ability. Complete Streets design contrasts with conventional design in the United States, which, according to many experts, facilitates the rapid movement of automobiles at the expense of other modes. Complete Streets advocates for specific streetscape design elements to facilitate travel by bicycle, walking, public transportation, among others. The potential benefits of complete streets are many; they can improve safety for nonmotorists, lower transportation costs associated with the automobile, reduce the incidence of childhood obesity, and promote travel choices that millennial and baby boomer demographics need or prefer. The state of Michigan passed complete streets legislation in 2010 that requires MDOT and local transportation agencies to consider all roadway users when undertaking transportation projects.

The City of East Jordan has a classic street network characteristic of older communities in the United States with design features that already resemble complete streets. The community's roadways are formatted in a grid pattern with short blocks, classic sidewalks, abundant street trees, and widened sidewalks downtown, all of which facilitate travel by diverse travel modes. Despite this physical layout, the American Community Survey shows that the automobile was still the dominant mode of travel in the community as it is in Michigan as a whole, albeit at a slightly lower rate; 85.7% of East Jordan commuters traveled to work by automobile in 2016 compared with 91.3% statewide. The City of East Jordan should consider passing its own complete streets ordinance, which would require transportation engineers and planners to consider access for all travel modes when making decisions that affect streetscapes.

Pedestrian routes

The City of East Jordan maintains a sidewalk network along many streets in the City's downtown and its surrounding neighborhoods. These features provide pedestrian connections between homes, businesses, municipal buildings, schools, and parks. Additionally, an unimproved

What transportation improvements are most important in the East Jordan community?

"New bicycling routes" - 45% of respondents

Which features would you like to see incorporated into the EJ site?

"Bicycle paths" - 32% of respondents

walking path is located on an old railroad grade on nature preserve property west of the Jordan River. This path extends from the corner of Echo and Erie Streets south across preserve property and provides access to additional preserve pathways outside of the City. In 2019, the City of East Jordan has plans for additional pedestrian improvements including improved sidewalks and a boardwalk along the Mill Street bridge, and pedestrian pathways on Little Traverse Conservancy preserves surrounding the Jordan River. Following public input garnered from community-wide visioning sessions, the City also plans to incorporate pedestrian infrastructure, including sidewalks and nonmotorized trails as part of redevelopment initiatives for the EJ site and community center site. These improvements are important considering that 59% of community survey respondents indicated “improvements for pedestrians” as the most important types of transportation projects.

Bicycle routes

While no dedicated, on-street bike lanes exist in East Jordan, some of the community’s roads have widened shoulders outside of vehicular traffic lanes to accommodate bicycle travel. A shared-use path also extends along the east side of M-66 between Erie Street and the M-32 intersection. To build upon this existing assets, the City has identified locations for additional infrastructure, including bicycle lanes in both directions over the Mill Street bridge, which would extend east to 4th street, continue north to Division Street and then proceed west to Sunset Street and the EJ site. In the site’s design charrette for the community’s redevelopment sites, community members enthusiastically supported nonmotorized infrastructure as part of the EJ foundry site’s future. Participants also envisioned these trails connecting to Boyne City and Charlevoix. Community members also identified safety issues for bicyclists along Peninsula Road as a prominent concern, which these projects could also help address by providing safe designated routes. Charlevoix and Boyne City are

already part of a well-connected and expanding network of long-distance bicycle trails, and these connections could help East Jordan share in the region’s growing tourism related to alternative transportation. Considering the potential benefits, the City of East Jordan should continue to work with partners including Charlevoix County Parks and Recreation, the Department of Natural Resources, and the Top of Michigan Trails Council to implement these plans.

Shared-use paths support a diverse array of transportation choices and often feel safer and thus accommodate more users because they are separated from vehicular traffic. These types of paths come in multiple forms depending on the right-of-way availability, the desired use, and the type of land adjacent to the pathway. In areas with significant green space, the pathway should have 10-12-foot-wide cross sections. In areas with less green space available, shared-use paths are often narrower to accommodate existing infrastructure and rights-of-way constraints. These segments of this system are up to 10 feet wide as space permits but can be as narrow as 6 feet. Given the existing development patterns in East Jordan, these shared-use paths could consist of existing or modified sidewalks in many situations. This type of shared-use path functions more as a connector path to destinations than as leisure trail. Shared-use paths should include benches, picnic tables, and trash receptacles, where possible and appropriate. Special striping to indicate two-way travel should also be added in higher traffic areas. A yielding hierarchy is also important so greenway users understand when other riders have the right-of-way at all times. This can be accomplished with signage and public informational flyers.

WATER

In years past, maritime transportation on Lake Charlevoix and the Jordan River was much more common than it is in 2019. Railroads, and more recently, truck shipping replaced maritime transportation

as the main means of transporting goods, and commercial traffic on waterways has essentially disappeared. Recreational boating has become a popular activity on Lake Charlevoix and East Jordan owns and operates its Municipal Harbor directly adjacent to the City's downtown. The harbor allows residents and visitors to access Lake Charlevoix and travel between other locations on the Lake, including Boyne City and Charlevoix. The City should continue to maintain and upgrade the Municipal Harbor to ensure easy access between the town and the Lake. Pedestrian connections between the harbor and downtown can be improved to allow easy access to shopping, dining, and recreational activities.

conveniently access restaurants and other attractions within the community. The creation of a snowmobile trail near the center of the City would provide a convenient place for riders to stop and access local businesses. Additionally, the construction of a hotel, or similar overnight lodging space would create an opportunity for the City to host tourists visiting the region during the winter months.

AIRPORT

The East Jordan City Airport is located at the City's Air Industrial Park along M-32. The airport accommodates small aircraft and is primarily used for private flights. There are no commercial passenger flights available through the facility.

SNOWMOBILE

Winters in northern Michigan provide the cold weather and large quantities of snow needed for winter activities including snowmobiling. Many residents and visitors use snowmobiles for recreational purposes and as a means of transportation to and from East Jordan and throughout the region. The Jordan Valley Snowmobile Trail, which extends directly through the City runs south and east of the community along the Jordan River where it connects with other regional snowmobile trails to the east, north, and south. There is also a snowmobile route between East Jordan and Charlevoix. The East Jordan Snowmobile Club is located south of the City off the Jordan Valley Trail and Mount Bliss Road. As a snowmobile friendly community snowmobiles are allowed on shoulders of the roads in East Jordan. In order for businesses to capitalize on the influx of snowmobilers that come to the region each winter, East Jordan should ensure that visitors are able to



Sidewalks in Municipal Park ensure pedestrian accessibility.

Future Land Use & Zoning

11

The Michigan Planning Enabling Act of 2008 requires the inclusion of a future land use map and zoning plan in the master plan. The future land use map and districts identify a generalized, preferred organization of future land uses in the City of Jordan. It is a general framework intended to guide land use and policy decisions within the City over the next 20 years. It guides the development of the Zoning Plan and ultimately influences changes that may be made to the zoning ordinance. The Future Land Use Map is not intended to be used to identify future land use on a parcel-by-parcel basis, but rather to identify districts that may evolve within the City.

FUTURE LAND USE DISTRICTS

The following categories and corresponding descriptions are proposed for inclusion in the 2019 East Jordan Master Plan:

Central Business District

This designation provides an exclusive district for downtown East Jordan and to serve as a central convening place for both business and leisure. The designation provides for a mixture of commercial, office, entertainment, residential, institutional, and public uses. There are wide, well-lit sidewalks, historic building facades, places for people to gather, and an abundance of street trees. As depicted on the future land use map, it is the intention of the city to expand the Central Business District east on Mill Street.

Industrial

This designation provides an area for low to medium intensity industrial development. Light industrial uses such as research, product testing, warehousing, business incubation, and minor assembly are well-

supported here. Proper screening, sufficient open space, good landscaping, and quality architectural design are important for buffering adjacent residential and commercial uses.

Single Family Residential

This designation is characterized by single family residential uses. This district includes the older neighborhoods of the City on smaller lots and with smaller setbacks as well as new residential development areas. New residential structures, whether in a newly developed neighborhood or in-fill housing, should have a character that complements existing neighborhoods and be designed to create a friendly environment and promote interaction between neighbors.

Mixed Residential

This designation is characterized by a mix of housing types to promote the “missing middle” housing types in East Jordan, including multi-family, single family, duplex, and manufactured homes. Housing developments, including townhouses, condominiums, and apartments, are appropriate in this area. Limited neighborhood commercial activities are appropriate within this district.

Neighborhood Mixed-Use

This land use type is defined by pedestrian-oriented commercial and office that is compatible with surrounding residential areas. These uses should be limited by type and size and include strict design guidelines in order to preserve the neighborhood scale. This includes the application of guidelines for the location and design of the site, parking, and buildings. Streets should provide attractive, accessible, pedestrian friendly amenities, such as

sidewalks, lighting, and street trees. This designation primarily applies to the commercial and office areas near residential neighborhoods along the C-48 and M-32 corridors. Uses in this district should be limited to neighborhood services such as dry cleaners, convenience stores, day care facilities, beauty salons, and small sit-down restaurants.

Waterfront Mixed Use

The primary purpose of the Waterfront Mixed Use designation is to capitalize on the beauty of Lake Charlevoix, the Jordan River, and the Jordan River Spreads while strengthening the character of East Jordan. This use category provides for a mix of residential, commercial, service, entertainment, recreational, and lodging uses in a waterfront setting. Development in these areas should be pedestrian oriented, emphasize physical and visual connections to the water, and complement the surrounding commercial and residential uses.

Parks, Open Space, & Conservation

This designation identifies park land, open space, conservancy properties, and environmentally sensitive natural areas. Areas within this designation can be used for both passive and active recreation as well as open space preservation and the buffering of natural resources. Natural areas and developed parklands should be compatible with the surrounding landscape and neighborhood.

Public/Institutional

This designation identifies civic institutions that contribute to the sense-of-place in the City of East Jordan. Examples of Public/Institutional areas include government facilities, schools, and places of worship. Areas designated as Public/Institutional should be compatible with the character and scale of the neighborhood in which they are located.

Opportunity Zone

As depicted on the Future Land Use Map, the majority of the East Jordan city boundary is within an Opportunity Zone.

The Opportunity Zones incentive is a new community investment tool established by Congress in the Tax Cuts and Jobs Act of 2017 to encourage long-term investments in low-income urban and rural communities nationwide. Opportunity Zones provide a tax incentive for investors to re-invest their unrealized capital gains (if held for at least 10 years) into dedicated Opportunity Funds. The City of East Jordan should explore this investment opportunity further for priority redevelopment sites.

EXISTING LAND USE AND ZONING

To help inform the development of the future land use map, it is important to look at historic development patterns in the City as well as the existing land use regulations to better understand what type of development is currently permitted in the City. The maps that help paint this picture are the Existing Land Use map and the Zoning map. The Existing Land Use map illustrates how land is currently being used, what areas are vacant or underutilized, and what areas have higher intensity development. The Zoning Map shows what land uses are currently permitted in each district in the City.

It is also helpful to review the locations of sanitary sewer and public water infrastructure. In East Jordan, this accounts for most of the City.

Please refer to the Existing Land Use Map, Zoning Map, and public infrastructure maps on the following pages for more information. The last map in the sequence is the intended Future Land Use map for East Jordan. This map shows the relative desired locations for residential, commercial, industrial development in the City.

ZONING PLAN

According to Section 2(d) of the Michigan Planning Enabling Act (PA 33 of 2008), the Master Plan shall include a Zoning Plan depicting the various zoning districts and their use, as well as proposed changes to these standards. The Zoning Plan serves as the basis for the Zoning Ordinance.

EXISTING LAND USE

Map of existing land use in the City of East Jordan, Michigan. The map shows various colored zones: white for City of East Jordan, yellow for Residential, red for Commercial, green for Public / Institutional, and purple for Industrial. A legend at the bottom right explains these colors. The map also includes a scale bar (0 to 0.5 miles) and data sources (Michigan Open Data Portal, Gladwin County GIS).

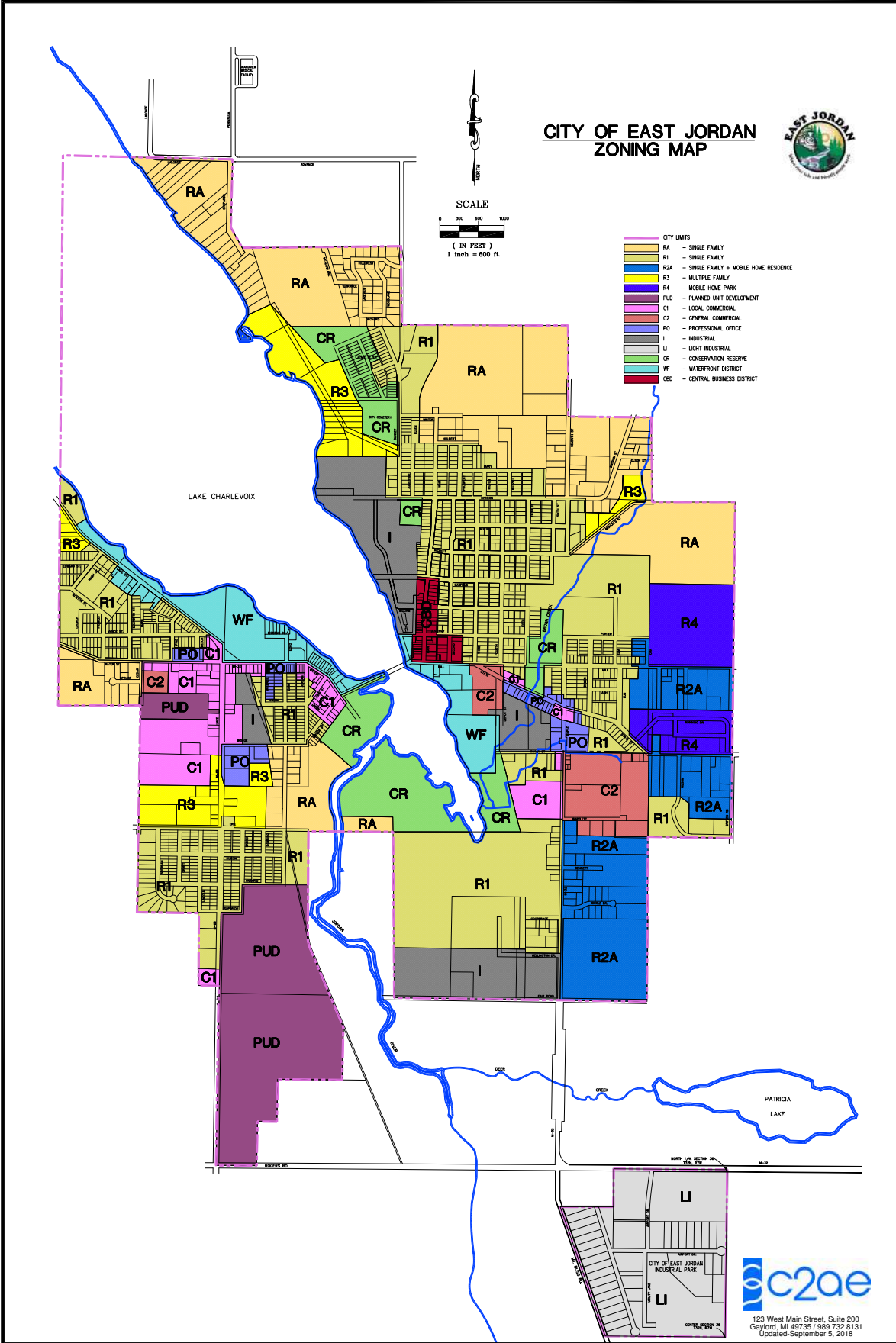
Legend:

- City of East Jordan
- Vacant
- Commercial
- Residential
- Public / Institutional
- Industrial

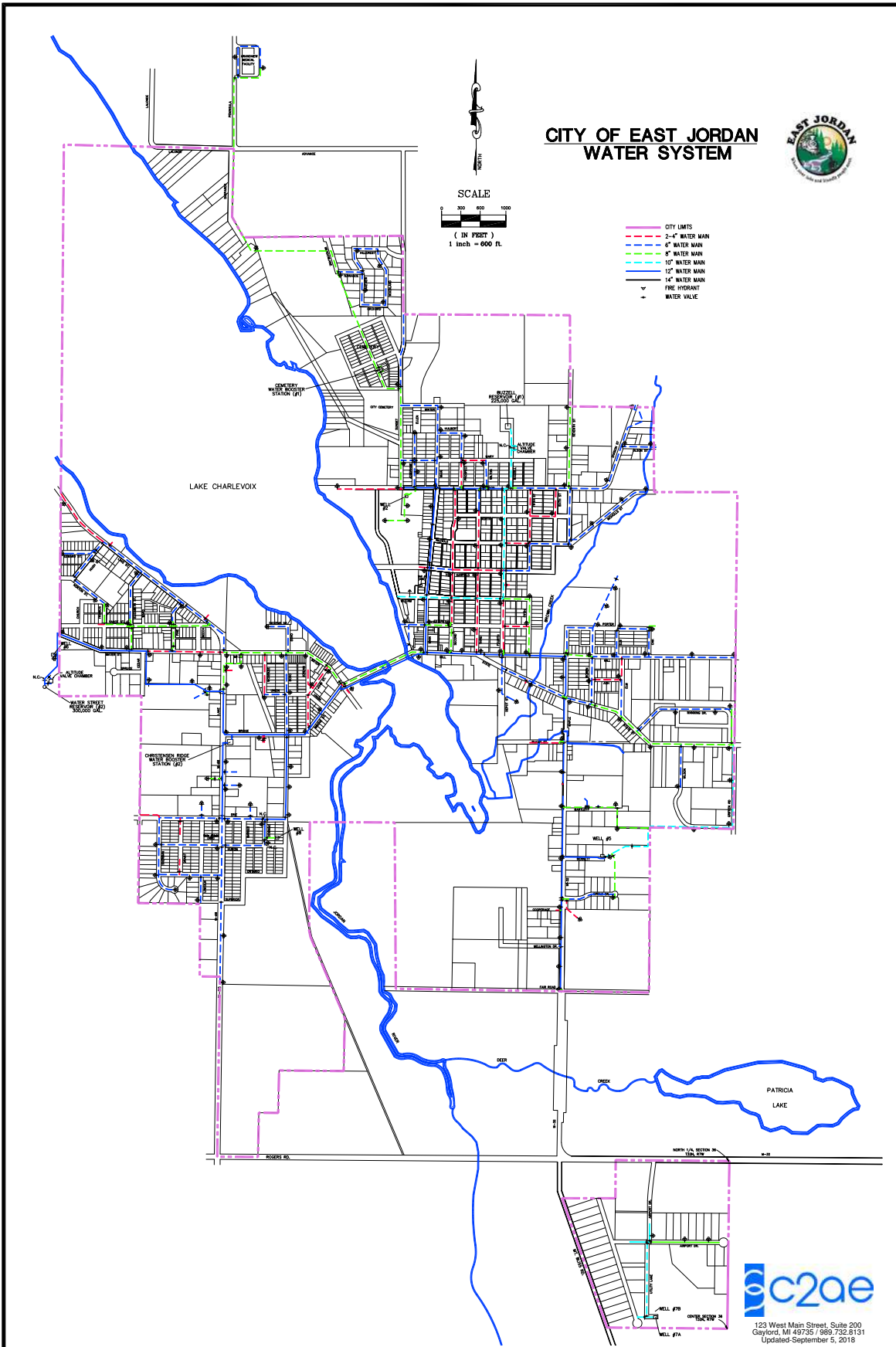
Data Sources: Michigan Open Data Portal, Gladwin County GIS

Scale: 0 0.25 0.5 Miles

MAP 15. EAST JORDAN ZONING



MAP 17. EAST JORDAN PUBLIC WATER SYSTEM



MAP 18. FUTURE LAND USE

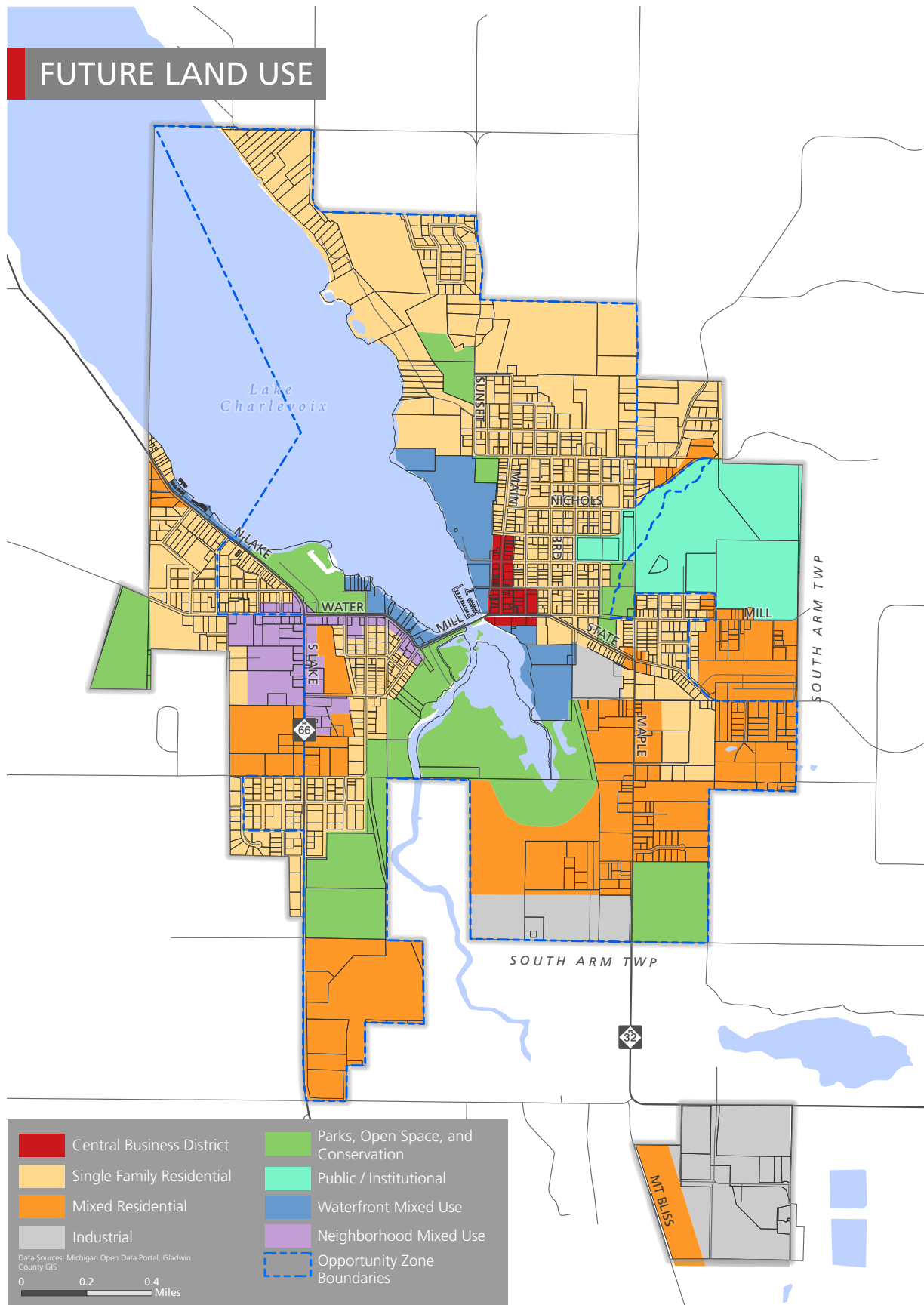


TABLE 14. DISTRICT REGULATIONS

ZONING DISTRICT	MIN. LOT AREA (SF)	MIN. LOT WIDTH (FT)	SETBACKS (FT)			MAX. BLD. HEIGHT (FT)	MIN. FLOOR AREA (SF)	MAX % LOT COVERAGE
			FRONT	REAR	SIDE			
Residential Districts								
RA Single-Family	12,500	100	40	15	50	30	960	30
R-1 Single Family	10,000	80	35	10	40	30	960	30
R-2 Duplex Family	21,780	200	35	Bld. Height	50	30	450	30
R-2A SF & Mobile Home	7,500	60	25	10	25	30	600	30
R-3 Multiple Family	21,780	200	35	Bld. Height	50	35	450	30
R-4 Mobile Home Park	7,500	60	25	10	40	15	480	30
Commercial Districts								
PO Professional Office	n/a	n/a	35	10	35	40	n/a	75
C-1 Local Commercial	5,000	35	25	10	15	35	n/a	50
C-2 General Commercial	20,000	100	50	25	50	35	n/a	75
CBD Central Business	n/a	n/a	n/a	n/a	n/a	45	n/a	n/a
Industrial Districts								
I Industrial	40,000	120	75	10	50	40	n/a	75
Other								
WF Waterfront	n/a	40	30	10	25	35	n/a	75
CR Conservation Recreation	20 acres	600	50	50	50	35	960	20
PUD Planned Unit Development	5 acres	n/a	n/a	n/a	n/a	n/a	n/a	n/a

As a key component of the Master Plan, the Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan, and to guide the development of the Zoning Ordinance. The Zoning Ordinance is the primary implementation tool for the future development of East Jordan. The following zoning districts can be found within the East Jordan boundary. The table summarizes existing district regulations.

PROPOSED ZONING CHANGES

The following summarizes a list of proposed changes to the zoning ordinance. These changes will be prioritized and implemented by the planning commission as opportunities arise. The recommended changes to zoning districts will be evaluated upon rezoning requests and on a case by case basis.

District Regulations

In some instances, the district regulations are in conflict with the historic development patterns of the City. Where possible, these inconsistencies should be rectified in the zoning ordinance to reduce the number of non-conformities and support future development that is harmonious with historic patterns. Some examples of recommended changes to the district regulations include:

- In the R1 District, reduce the minimum parcel size and minimum lot width to ensure compatibility with the existing parcel boundaries.
- Consider converting the maximum building height in each district from feet to stories. This will allow for more creative development and allow some visual variation in the skyline.
- Consider reducing the front setbacks in the WF and C-2 zoning districts.

Currently they are 30 feet. A shorter setback would push development closer to the public realm and help with placemaking.

Zoning Map Amendments

- Consider removing the PUD zoning designation and replacing it with a zoning designation that allows for flexible residential or mixed use development patterns. The way the current ordinance is written, it is confusing because there is PUD zoning district and a PUD land development option. We recommend keeping the PUD land development option and giving developers the opportunity to use it wherever it is appropriate.
- Rezone the EJ site to WF- Waterfront Residential and Mixed Housing (as illustrated on the EJ framework plan).
- Transition the Professional Office District along State Street (C-48) to Mixed Residential use to support concentrated commercial development near the Downtown.

Environmental Protections

- Consider requiring a 50-100 foot setback for any new waterfront development. This will reduce the impervious surfaces near the water and alleviate impacts of stormwater runoff, allowing for a more natural vegetated shoreline.
- Add greenbelt requirements for new residential developments. The greenbelt is generally a strip of land 25-50 feet from the water's edge. Greenbelt requirements could include restrictions on fertilizer use, requirements for native plants and woody vegetation, and restrictions on trimming of mature trees.
- Since the City relies on groundwater for its municipal water supply, consider adopting a wellhead protection overlay district. This would limit land use and activities with the potential for groundwater contamination within the City's wellhead protection boundary.

- Consider adding requirements for trees to be planted and/or preserved with new development.

Zoning for Housing

More diverse housing options in a community ensure that the neighborhoods will be inviting places for people of all ages, family sizes, and income levels to live in. In the R1 single family zoning district, consider allowing duplexes by right and ADUs (accessory dwelling units). The City could consider adding some provisions to require duplexes or other multi-family housing developments to preserve the look and feel of single family neighborhoods.

Redevelopment Ready Communities (RRC) Recommendations

The City of East Jordan is nearing its completion of the RRC Certification program. The following zoning recommendations will help East Jordan foster a more welcoming environment for future development:

1. Adopt standards for pedestrian safety and complete streets concepts.
2. Adopt flexible parking standards
3. Adopt one or more green infrastructure standards.

Site Design Standards for Commercial Corridors

East Jordan should consider adopting some design standards for the commercial corridors to better foster a sense of place. Some examples include building design and placement, parking lot location (side or behind), landscape buffers and tree planting requirements, and site design and placement.



Downtown businesses along Main Street.

Action & Implementation

12

This Master Plan's primary function is to guide future development and growth within the City of East Jordan. The Master Plan identifies a future vision for the City and a series of goals and objectives to guide decision making. It is important that the vision and goals of the Master Plan reflect the needs and desires of the people of East Jordan, and the East Jordan planning process provided the public input that served as the basis for the guiding principles, goals, and objectives found in this chapter. At the end of this chapter, a 5-year action plan is presented with identification of partners, priority level, and funding opportunities.

GUIDING PRINCIPLES

During the planning process, a variety of key community issues and topics were identified by citizens, stakeholders, and City staff. This input was used by the planning team and the Planning Commission to develop a list of guiding principles to inform the creation of a goals and objectives for the future development of the City, and the remainder of the Master Plan. While the number of specific community issues and ideas for the future was long, the following list summarizes those items and identifies the main themes that formulated the basis of the Master Plan.

- Promote economic development and business diversification.
- Protect natural resources and water quality.
- Promote recreation-based tourism.
- Focus on non-motorized transportation.

- Emphasize aesthetics in the downtown and at entrances to the community.
- Provide sufficient community infrastructure and services to accommodate future growth.
- Promote diverse housing options to support a growing workforce.

GOALS AND POLICIES

Environment, Natural Features, and Recreation

Goal: Regulate development in ways that protect unique natural resources within the City.

- Enact zoning regulations that protect natural resources.
- Consider the adoption of a "no net loss of wetlands" policy and local wetlands protection ordinance.

Goal: Protect the water quality of the City's lakes, rivers, and streams.

- Establish stormwater management standards that prevent direct discharge of storm or melt water into surface water.
- Work with adjoining jurisdictions and groups like the Tip of the Mitt Watershed Council and the Friends of the Jordan River Watershed to educate residents and promote water quality protection.
- Encourage the use of Low Impact Development (LID) stormwater control techniques like rain gardens, bio-retention areas, and bioswales in private developments.
- Investigate the feasibility of installing pervious pavement in city-owned

- parking lots, in new sidewalk projects, and on low-traffic roadways.
- Investigate the potential for the adoption of a point of sale septic inspection ordinance for properties not served by municipal sewer services.
- Review current shoreline protection zoning standards for residential waterfront lots to ensure that they include items such as:
 1. Maximum allowable impervious surface coverage levels.
 2. Shoreline setbacks for structures, driveways, and parking areas.
 3. Shoreline greenbelts/vegetative buffers and greenbelt design standards.
 4. Prohibition of the use of herbicides, pesticides, and fertilizers within shoreline greenbelts/vegetative buffers.
 5. Enact zoning ordinance regulations that prohibit the clearing or grading of land without proper zoning approvals and erosion control permits.
 6. Consider requiring formal planning commission site plan review for all development on waterfront lots.

Goal: Increase tree canopy within the City.

- Create a tree planting program to increase the number of trees in City parks and on other City owned properties.
- Ensure that zoning ordinance standards require the planting of trees and other landscaping as a part of new private development.

Goal: Continue to maintain and improve all City parks to provide high quality recreation opportunities for residents and visitors.

- Implement the City Parks and Recreation Plan and create a maintenance and improvement plan for City properties and structures.
- Maintain existing playgrounds and develop new playgrounds on City properties.
- Create additional hiking and bicycle trails on City recreation properties.

- Consider physical changes to Memorial Park to improve its usability and provide additional community activities.
- Consider providing family-friendly recreation opportunities, like a splash pad, to promote greater visitation to the park and downtown.
- Consider relocating the farmers market to Memorial Park to promote greater visitation to the park and downtown.

Goal: Improve recreational water access to Lake Charlevoix and the Jordan River.

- Create a series of access walkways to the Jordan River.
- Maintain and improve the City marina.
- Evaluate the feasibility of another marina and/or fishing pier on Lake Charlevoix as depicted in the EJ Framework Plan.
- Maintain and expand the Jordan River Valley wetland area trail system.

Goal: Leverage recreational assets and natural resources for tourism and economic development.

- Create an attractive and cohesive signage system for parks and other recreational lands and properties. Include items like recreational access point signs, wayfinding signs, historic markers, and educational signs.

Economic Development & Redevelopment

Goal: Redevelopment sites

- Continue to pursue new lodging options in East Jordan to accommodate additional visitors to the City.
- Work to build partnerships and support the redevelopment of the EJ site.

Goal: Maintain, develop, and enhance tourism-based economic development and opportunities.

- Develop and promote year-round recreational opportunities, festivals, and other events to increase tourism.

Goal: Promote entrepreneurship and small business development within the community.

- Pursue educational and training programs and opportunities to provide technical skills and knowledge to the local workforce.
- Work to increase quality of life within the community to help draw talented workers and entrepreneurs.

Goal: Develop land use policies and tools that foster diverse future economic growth.

- Analyze the amount of existing commercially zoned land to determine if there is a surplus or shortage of commercial acreage within the City.
- Promote community-wide access to technology, information, and infrastructure.

Downtown & Commercial Corridors

Goal: Support Downtown East Jordan as a vibrant commercial district and celebrate the City's unique history, capitalize on its proximity to the waterfront, and incorporate attractive, human scale design and growth.

- Seek funding to aid with façade improvements for Downtown buildings.
- Improve the interface between Downtown and the waterfront to capitalize on their close proximity.
- Encourage Downtown businesses on the southern-most block of Main Street that back up to Spring Street to provide customer entrances, outdoor seating, and other amenities on the Spring Street side of their buildings.

Goal: Enhance the highway corridors in the City to provide a more aesthetically pleasing experience for those entering and traveling through East Jordan.

- Work with the Michigan Department of Transportation and other stakeholders to incorporate landscaping, lighting, and walkways along the corridors.

- Investigate the feasibility of relocating or burying overhead utility lines within highway corridors to reduce visual clutter and improve aesthetics.
- Consider the adoption of additional site design standards for properties along highway corridors that address items such as:
 1. Building design and placement.
 2. Parking lot location.
 3. Landscape buffers and tree planting.
 4. Sign design and placement.

Access and Transportation

Goal: Provide safe and efficient multi-use trails or pathways within East Jordan and to surrounding communities.

- Create a multi-use, non-motorized wetland trail through properties within the Jordan River Valley.
- Work with stakeholders to determine an appropriate location for, design, fund, and build a dedicated ATV and snowmobile trail.
- Work with other communities in the region and stakeholder groups to explore the creation of non-motorized trail connections between East Jordan and places like Ellsworth, Charlevoix, and Boyne City.
- Maintain and enhance the sidewalk system within the City so that connections are made between the places that people live, work, shop, play, and learn.

Goal: Ensure the city is providing for vehicular parking in appropriate locations within the community.

- Perform an analysis of public parking in East Jordan to determine if additional public parking is needed and where it would best be located.
- Review current parking requirement standards within the zoning ordinance to determine if the number of parking spaces required for private development should be increased or decreased.

Neighborhoods & Housing

Goal: Provide for a variety housing types to serve all residents with safe, attractive, and affordable housing options.

- Consider allowing accessory dwelling units in existing neighborhoods.
- Consider reducing setback requirements in the City's traditional neighborhoods to accommodate infill development that matches the historic development patterns of those neighborhoods.
- Implement a program to allow reduced rate hook-up fees to incentivize housing.
- Adopt a PILOT (Payment in lieu of taxes)

ordinance to facilitate development of affordable workforce housing.

Utilities & Municipal Services

Goal: Maintain and enhance the City's utility services to meet the needs of East Jordan's citizens, industry, and businesses.

- Expand the capacity of the City's wastewater facilities in order to accommodate current needs and enable future growth.
- Consider implementing a well head protection ordinance to protect the City drinking water supply from degradation or contamination.
- Continue to plan for future improvement, maintenance, and expansion of public utilities.

TABLE 15. FIVE-YEAR ACTION PLAN

CATEGORY	ACTION	PARTNERS	PRIORITY (1,2,3)	POSSIBLE FUNDING
Environment, Natural Features, and Recreation	Create a tree planting program to increase the number of trees in City parks and on other City owned properties	Parks & Rec, Public Works	3	City
	Work to develop a series of trails and pathways to provide continuous public access to Lake Charlevoix and the Jordan River.	Top of Michigan Trail Council (TOMTC), Friends of the Jordan Valley	1	MDNR,
Economic Development & Redevelopment	Partner with a private developer to redevelop the former boat launch into a mixed-use development with public access to Lake Charlevoix.	DDA, Developer(s)	2	Private, MDNR, MEDC
	Partner with a private developer to redevelop the Community Center, drawing from the public input process and concept plan.	DDA, Developer(s)	3	Private, MEDC
	Work to build partnerships and support the redevelopment of the EJ Foundry.	EJ, large developer(s)	1	Private, MEDC, MSHDA
Downtown & Corridors	Adopt site design standards for properties along highway corridors.	DDA, planning commission, MDOT	2	City
Access & Transportation	Work with other communities in the region and stakeholder groups to explore the creation of non-motorized trail connections between East Jordan and places like Ellsworth, Charlevoix, and Boyne City.	County, adjacent communities, TOMTC	2	MDNR, CCCF
	Review current parking requirements to determine if the number of parking spaces required for private development is appropriate.	DDA, planning commission	3	City
Neighborhoods & Housing	Work to adopt zoning standards to support additional workforce housing – ADUs, reduced setbacks, and PILOT ordinance.	Planning Commission, Housing Working Group	1	City



Renovated structures along Water Street.

This page intentionally left blank.

1

Sunset

Mary

Division

Nichols

Williams

2nd

Esterly

East Jordan Design Charrette
Visioning Activity
June 17, 2019

What is your vision for the Community Center?

East Jordan Design Charrette
Visioning Activity
June 17, 2019

What is your vision for the Community Center?

What is your vision for the Former Boat Launch?

East Jordan Design Charrette
Visioning Activity
June 17, 2019

What is your vision for the Community Center?

What is your vision for the Community Center?

- Wooden Blocks
- Yellow - Single Family Residential
 - Red - Commercial
 - Orange - Mixed Use
 - Brown - Multifamily Residential
 - Purple - Institutional
 - Blue - Hotel / Lodging
 - Green - Industrial

Work, Downtown East Jordan, and Lake
project to record your thoughts.

- Are there natural features on the site that should be preserved and protected? Please identify those on the map in GREEN.
- Are there existing buildings that should be preserved? Please circle buildings to preserve in BLUE.
- Should new roads, sidewalks, or non-motorized paths be added? If so, where? Please draw and label these circulation routes on your map.
- What type of development do you want to see on this site? Please circle the land use types you would like.

EJ Site Concept

EJ SITE

This Appendix summarizes the community charrette design for the EJ site. In 2017, the EJ company began to relocate its production facilities from the City of East Jordan waterfront to a new facility in Antrim County, which left a large expanse of land in the community's core, encompassing a total of 64.4 acres, in an underused state. The site's unique position extending lengthwise along ½ mile of Lake Charlevoix lakefront immediately adjacent to downtown and historic neighborhoods made it a natural candidate for prioritization, although its industrial heritage also presented obstacles to redevelopment.

EJ Site Uses

One theme among the resident groups in the design charrette was a desire for a wide variety of uses on the EJ site that transition throughout the site's extent. Most charrette participants saw the northern portion of the site immediately west of Sunset Street, with its waterfront access, proximity to residences, and remarkable viewsheds, as an opportune location for new single-family housing on medium and large lots. Participants speculated that housing in this area could fill gaps in the community's housing stock by accommodating both seasonal residents and the local workforce.

Moving further south, participants recommended that the central portion of the site, positioned directly west of Main and south of Division Streets, as ideal for lodging, mixed commercial and multifamily residential uses, along with public space all formatted at higher built densities than in the northern area. Residents envisioned the southern extent of the former EJ site as a location for commercial uses, which would transition into the community's historic downtown to the former foundry site's south.

Other common themes emerged among participant's designs; most residents wished to retain the waterfront for public use including for a boardwalk and for long-distance nonmotorized trails. Participants also expressed that some of this abundant waterfront access should be preserved for open space for parks, recreation, and programmed events. All of this could, as participants expressed, enhance the vitality of downtown by bringing residents and workers in proximity to the business district.

Residents expressed other preferences for the physical layout and design qualities that the site's redevelopment would features. The East Jordan community envisioned the site redeveloped with high density built qualities, including short block lengths, a dense network of interconnected streets, abundant street trees, and sidewalks extending along both sides of streets.

EJ SITE FRAMEWORK PLAN



The preferred framework plan for the EJ site (pictured above), based on community and stakeholder input at the design charrette. The framework plan shows, broadly, the desired location of land uses on the site. The major themes are as follows.

Single Family Housing - The north and east extent of the site is dedicated to single family residential use, shown by the yellow areas of the map. Single family homes on small lots adjoin and match the community's historic neighborhoods immediately east of Main Street. Homes on medium and small lots are positioned on the site's northern extent and feature waterfront access.

Mixed Use District - The site's center features two blocks of mixed commercial-residential development, shown in orange on the framework plan. Development in this portion of the site would feature two- to three-story buildings with first floor commercial use and upper-floor residential use. This central location has the unique opportunity to function as an activity node.

Hotel & Lodging - Ideally, the site's southern extent will feature boutique lodging to leverage the location's spectacular view.

Civic Use - The site concept preserves the existing civic uses in the third block of Main Street north of Mill Street, which include the Jordan River Arts Council and the East Jordan Fire Hall in historic buildings. Civic uses should be extended northwards.

Parks & Recreation - The site should also feature public parks and recreation spaces. Watson Field Park, which features playground equipment and a baseball field, is located at the southwest corner of Main and Divisions Streets and should be preserved and enhanced. The site should also feature linear recreation along Lake Charlevoix.

Marina - Maximizing the EJ site's interface with Lake Charlevoix, while respecting and preserving the natural environment is key. A public marina and pier could be constructed in the site's central portion to promote a greater variety of recreational uses.

EJ SITE ILLUSTRATIONS



Using the community's framework plan as a guide, illustrative renderings of the EJ site were devised. A Rendering of the site's south when viewed over Lake Charlevoix and looking northeast are shown above. Major themes are as follows.

Hotel & Lodging

Three-floor boutique hotel with balconies overlooking Lake Charlevoix

Public Beach

Public beachfront Access on Lake Charlevoix

Nonmotorized path

A nonmotorized path extending between the site's major uses and the shoreline

Mixed-use district

Two- and three-floor mixed-use district north of the hotel should feature commercial and residential uses

Single-family housing

single-family housing on small lots should locate to the site's east

Streetscaping

Ample street trees and foliage should be placed in street right-of-ways

EJ SITE ILLUSTRATIONS



Using the community's framework plan as a guide, illustrative renderings of the EJ site were devised. A Rendering of the site's northern extent when viewed over Lake Charlevoix from the west is shown above. Major themes are as follows.

Marina

A public marina and pier would maximize the site's frontage on Lake Charlevoix and promote diverse recreation

Single-family housing

Single-family housing on larger lots should be positioned in the site's north

Waterfront recreation

Liner greenspace and nonmotorized trail should be added along the Lake Charlevoix frontage

Watson Field Park

Watson Field Park is located in the site's northeast and should be preserved

Building frontages

Building frontages should adjoin or be pulled close to public right-of-ways throughout the site

EJ SITE ILLUSTRATIONS



Using the community's framework plan as a guide, illustrative renderings of the EJ site were devised. A Rendering of the site when viewed from the north is shown above. Major themes are as follows.

Single-family housing

Single-family housing on small lots should locate on the site's east

Accessory Structures

Accessory structures including garages should locate behind structures and may feature second-floor dwellings

Sidewalks

All street right-of-ways should feature public sidewalks

Multifamily housing

Condominiums may be featured in the northern extent of the site and should feature facade offsets to create architectural interest and ensure privacy

Landscaping

Vegetation should figure prominently into the site's design, especially around parking lot perimeters and along sidewalks



