

LAPEER COUNTY

Comprehensive Development Plan

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1.1 Regional Setting

Lapeer County is located in the southeast-central region of Michigan and covers 654 square miles. The 2000 U.S. Census indicates a population of approximately 88,000 residents at an average of roughly 134 persons per square mile, which represents a 17.6 percent increase since 1990. The 2005 population was 93,361, a 5.7 percent increase since 2000. The U. S. Census Bureau considers Lapeer County part of the Detroit Metropolitan Statistical Area (MSA) which means it has a "high degree of social and economic integration" with the core city. The Detroit MSA population grew by 4.3 percent between 1990 and 2000. Genesee County, directly west of Lapeer, is considered part of the Flint Metropolitan Area. The predominantly rural counties of Sanilac and Tuscola lie north and east of Lapeer County. St. Clair, Macomb, and Oakland Counties, located east and south of Lapeer County, are also part of the Detroit Metropolitan Area. **Map 1** illustrates this regional setting.

There are eighteen townships, two cities, and six villages within the boundaries of Lapeer County. The County has retained much of its rural character, although more and more urbanizing influences can be seen, primarily south of Lapeer. Due to its close proximity to Oakland County and regional access provided by I-69, M-90, M-24, and M-53, growth in Lapeer County is expected to continue at a moderate pace. Retirees and others seeking a retreat from more heavily developed areas in southeastern Michigan will continue to play a significant role in the County's development patterns.

1.2 Michigan Law Planning Mandates

County Planning Act

Lapeer County has prepared this plan under the authority of the County Planning Act, Public Act 282 of 1945, as amended. Section 4 of the Act states:

It shall be the function of the county planning commission to make a plan for the development of the county, which plan may include planning in cooperation with the constituted authorities for incorporated areas in whole or to the extent to which, in the commission's judgment, they are related to the planning of the unincorporated territory or of the county as a whole. The plan with accompanying maps, plats, charts, and all pertinent and descriptive explanatory matter shall show the planning commission's recommendations for the development of the county. In the

preparation of a county development plan, the planning commission shall make comprehensive studies of the existing conditions and probable growth of the territory within its jurisdiction.

Such plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the county which will be in accordance with present and future needs for best promoting the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, as well as for efficiency and economy in the process of development. It shall be the duty of the county planning commission to: (1) make studies, investigations, and surveys relative to the economic, social, and physical development of the county; (2) formulate plans and make recommendations for the most effective economic, social, and physical development of the county; (3) cooperate with all departments of the state and federal governments and other public agencies concerned with programs directed towards the economic, social, and physical development of the county, and seek the maximum coordination of the county programs of these agencies; (4) consult with representatives of the adjacent counties in respect to their planning so that conflicts in overall county plans may be avoided.

The county planning commission may serve as a coordinating agency for all planning committees and commissions within the county.

Map 1 – Regional Map

1.3 Inter-governmental Cooperation

In order to promote intergovernmental cooperation and joint planning among neighboring communities, the State of Michigan recently amended existing planning laws for municipalities and townships. Adopted on January 9, 2002, Public Act 263 of 2001 (amending the Township Planning Act) and Public Act 265 of 2001 (amending the Municipal Planning Act), creates new guidelines for preparing and adopting a master plan.

At the beginning of the master planning process, a community must send a notice to adjacent communities and to the county informing them that they are intending to prepare a master plan. Once the community has prepared a draft plan, it must be sent to all neighboring communities and the county for review and comment. It is the duty of the county to decide whether the proposed plan is inconsistent with any adjacent community plans or the county's plan. The review and comment period for the communities and the county is required to be completed within 95 days. After the review and comment period is over, the community preparing the master plan holds a public hearing for its adoption.

The new planning acts also give more responsibility to the local body of elected officials in terms of the master plan process. Under the previous legislation, adoption of a master plan was solely the responsibility of the Planning Commission. The local governing body is now required to have an opportunity to review and comment on the draft plan and must approve its distribution to adjacent communities and the county. The intent is to ensure that the governing body is in general agreement with the plan before it is sent out for comment.

Another noteworthy change in the master planning process is that all communities are required to update their master plans every five years. **Table 10.1** summarizes the status of master plans in Lapeer County townships.

1.4 Purpose of the Plan

The Lapeer County General Development Plan (GDP) is intended to guide future policies affecting land use, infrastructure, and support services within the County's jurisdiction. The Collaborative Planning Commission aims to ensure that Lapeer County continues to demonstrate all of the positive attributes associated with a traditional mid-western community as envisioned by its leaders and residents. The rural atmosphere, a predominance of natural features,

and a “small town feel” represent some of the key components the leadership of Lapeer County seeks to preserve and protect. The purpose of the General Development Plan is to provide an overall framework for identifying and implementing the shared goals and vision of County and local leaders in addressing the needs and desires of current and future residents.

As stated by the Lapeer County Collaborative Planning Commission, the GDP will serve as a guiding force in the review and administration of land use decisions:

- The Lapeer County Collaborative Planning Commission will use the future land use map and goals and objectives section when reviewing development or rezoning proposals.
- The Lapeer County Collaborative Planning Commission will refer to the Plan objectives when reviewing amendments to the township zoning ordinances.
- The Lapeer County Collaborative Planning Commission will refer to the Plan when reviewing community master plans.
- The Lapeer County Collaborative Planning Commission, Board of Commissioners, and various agencies should use the Capital Improvement Program described in the Plan to develop priorities for capital outlays.
- Local communities should refer to the General Development Plan when updating their Master Plans or amending zoning ordinances
- The Lapeer County Collaborative Planning Commission should refer to the Plan when assisting in the coordination of plans for other agencies with the county.

1.5 Planning Approach

Public Input Process

A series of community workshops were conducted in 2003-2004 to obtain input from County residents. The Plan’s stated Goals and Objectives as delineated in **Chapter 9** were created with this input, along with that of public agency representatives and visioning sessions with community leaders.

Section One – Planning Context

The previous General Development Plan (GDP), adopted in 1992, provided an analysis of existing conditions that included demographics, housing and employment characteristics, development patterns, natural features, economic factors, and a survey of community facilities, infrastructure, and transportation networks. The first section of this plan is devoted to updating all of this background information, which forms the context for planning efforts throughout the County. U.S. Census data, along with information obtained from various local, state, and federal agencies, have been utilized in the updates. Specific references are noted throughout.

The Chapters in Section One include:

- Chapter 1 - Introduction
- Chapter 2 - Historic Context
- Chapter 3 - Natural Features
- Chapter 4 - Population Trends and Demographics
- Chapter 5 - Economic Profile
- Chapter 6 - Transportation Facilities
- Chapter 7 - Existing Land Use
- Chapter 8 - Community Facilities Analysis

Section Two – Expressing Community Goals and Vision

Lapeer County faces a variety of planning challenges that vary somewhat in focus moving south to north. The townships in the south portion of the County bordering Oakland County are faced with managing growth at a rapid rate. New residents tend to have expectations of both the public and private sectors for an “urban level of service” that is not readily available. Combined with the desire to maintain a small town, rural environment, a variety of interactive pressures and conflicts must be handled by local officials on a regular basis.

The northern communities face some of the same growth issues and accompanying demands upon services and resources as the southern portion of the County. The goal of preserving both the use and economic viability of existing farmland while promoting economic expansion and addressing the need for more public infrastructure is especially challenging. Land development patterns that spread residential uses sparsely across the County can be problematic in that the cost of providing public services escalates without having a significant tax base to draw upon.

Using the General Development Plan as a tool to facilitate and document useful, “real-world” strategies, the Collaborative Planning Commission is taking the lead in assisting local units of government to help coordinate resources and planning efforts that will establish a viable tax base capable of meeting the needs of the future.

The Chapters in Section Two include:

- Chapter 9 - Planning Goals and Objectives
- Chapter 10 - Future Land Use
- Chapter 11- Capital Improvements Program

Section Three – Implementation

Many factors affecting the County’s planning process are due to the influence of other public entities, including state agencies such as the Michigan Department of Transportation and Michigan State Parks, and federal agencies such as the Federal Highway Administration and the Environmental Protection Agency (EPA). State and federal court decisions also play a huge role in how land use planning and policing powers are expressed at the local level. In the third and final section of the GDP, a summary of additional recommendations involving coordination with outside agencies to help implement the goals of Lapeer County is provided.

The Chapters in Section Three include:

- Chapter 12 - Action Program
- Chapter 13 - Programs and Funding Sources

On-going Input

The Lapeer County Collaborative Planning Commission is the primary entity responsible for preparing and implementing the General Development Plan. In order to succeed as a guiding document, however, continuous interaction between agency officials and elected leaders at the County and local levels is necessary. The Commission welcomes the on-going input and exchange of ideas from local jurisdictions, as well as citizens throughout the County; to ensure that planning efforts are welcomed, effective, and lead toward positive, productive results.

2.1 History of Lapeer County

There are several theories on the origin of the name “Lapeer”. The most common explanation is the English pronunciation of the French words for “the stone” (“le pierre”). The reference was to the rocky riverbed on the southern branch of the Flint River in the area that was frequently traversed by French and Indian traders. The name may have been brought with settlers coming from the region near the City of Lapeer in New York State. A third theory is that the name references the French Missionaries since “Le Pere” translates to “Father”.

The Huron Indians once inhabited the area that is now Lapeer County. When the French fur trappers and missionaries arrived in the 1700’s, the most significant Native American settlement was around Lake Nepessing. The eighteenth century was characterized by numerous battles between the French, British, American colonists, and Native American tribes, all seeking to control the land.

On July 31, 1787 the U.S. Congress passed the Northwest Ordinance, which created a land division system based on a grid. The grid system created relatively square-shaped counties consisting of townships (each being 36 square miles in area), sections (one-sixth of a township, or six square miles), and range lines that are still in existence. Use of the grid system facilitated the recording of deeds as the area was settled. The grid system also resulted in a large number of local township governments within each county.

On May 7, 1800 the Territory of Indiana was formed and included all of the lower peninsula of Michigan. The Michigan Territory was established after Ohio and Indiana became states. In January 1820, the County of Oakland was formed. On September 18, 1822, Governor Cass set Lapeer County's boundaries, although it remained part of Oakland County until it was organized. Lapeer County officially became a county on February 2, 1835. The first recorded election for county officers, with 520 people voting, was in 1837.

The first permanent white settler in Lapeer was Alvin N. Hart, a native of Connecticut. In 1835, Mr. Hart built the structure that currently houses the County Courthouse. Later, Mr. Hart became a state senator representing Lapeer, Oakland, Genesee, Shiawassee, Tuscola, and Saginaw Counties in addition to the Upper Peninsula.

Jonathon R. White from Massachusetts, arriving in 1831, was the second permanent white settler in Lapeer. He platted Whiteville in the southwest portion of what is now the City of Lapeer. This began

a rivalry between Lapeer's two founding fathers. Each settlement built their own courthouse in an attempt to be recognized as the center of town. The County Board of Supervisors decided to purchase the Hart Courthouse for \$3,000 in 1853.

Most of the villages and townships in Lapeer County were settled during the 1830's and were related to the booming lumbering industry. Lumbering remained the principal industry from 1840 to 1880. Some of the growth in the southeastern part of the County was related to the Beach, Imlay, and Morse Stream Sawmill established in 1844.

Numerous villages sprang up throughout the county during the lumber era. The names of the old villages can still be seen throughout the county. Some were abandoned; others remain as a small cluster of buildings within a township. Among the older settlements were Attica, once the second largest settlement in the County, King's Mill, Lum, Hadley, Whigville, Thornville, Hunters Creek, Silverwood, and Five Lakes.

The lumber industry led to the development of plank roads connecting several of the villages with larger cities to the south. The most important roads were Territorial Road from Lapeer to Pontiac and the road between Almont and Romeo.

The construction of rail lines had a tremendous impact on the development pattern of the County. Generally, only villages with stations along rail lines survived. The list of old railroads is almost as long as the list of old villages. Among the most important rail lines were the Port Huron and Lake Michigan, the Port Huron and Northwestern, the Flint & Pere Marquette, the Michigan Central, the Chicago & Lake Huron, and the Pontiac, Bay City & Port Austin Railway.

The removal of the forests allowed a second industry to move into the county – farming. Cities and villages were transformed from lumber centers to agricultural centers. Farming of both livestock and cash crops remains one of the most viable industries in Lapeer County today.

2.2 Historic Resources

National Register of Historic Places (NRHP)

There are 27 Places of Historical Significance, including three historic districts in Lapeer County that are listed on the National

Register of Historic Places. These sites provide a valuable resource for interpreting the physical and cultural influences affecting early settlements in the County. One of the most notable of these sites is the Lapeer County Courthouse, which is the oldest courthouse building still in use in Michigan. The Greek Revival structure was built in 1846 by Alvin Hart, a state senator, who platted the Village of Lapeer. Lapeer County purchased the building in 1853 for a sum of \$3,000.00.

Information about the structures in Lapeer County that are listed on the National Register of Historical Places is contained in **Table 2.1**. Many of the historic sites are located within the City of Lapeer. Historic districts and historically significant buildings, when properly preserved and utilized in a manner that showcases their historic character and uniqueness, often form the core of a successful town center. Complimenting the historic quality of these buildings with compatible architectural styles and small-scale development helps integrate the old with the new.

Table 2.1 Lapeer County Historic Resources

Name	Location	Period of Significance	NRHP Listing
HISTORIC DISTRICTS			
West St. Clair St. Historic District	Almont	1850-1874, 1875-1899, 1900-1924	1986
Dryden Community Country Club-General Squier Historic Park Complex	Dryden	1850-1874, 1900-1924	1986
Piety Hill Historic District	Lapeer	1825-1849, 1850-1874, 1875-1899, 1900-1924	1985
Metamora Crossroads Historic District	Village of Metamora	1850-1874, 1875-1899, 1900-1924	1984
INDIVIDUAL STRUCTURES			
Joseph Armstrong House	Lapeer	1875-1899	1985
Currier House	Almont	1850-1874	1975
John W. Day House	Dryden	1850-1874	1987
Detroit-Bay City Railroad Company Columbiaville Depot; Columbiaville Columbiaville Public Library	Columbiaville	1875-1899	1984
James B. Dutton House	Lapeer	1850-1874, 1875-1899	1985
James F. Fairweather House	Imlay City	1850-1874	1985

Name	Location	Period of Significance	NRHP Listing
Hadley Flour and Feed Mill	Hadley Township	1850-1874	1986
Rodney G. Hart House	Lapeer	1875-1899	1985
John & Julia Hevener House	Lapeer	1875-1899	1985
Robert A. Hungerford House	Lapeer	1875-1899, 1900-1924	1985
Lapeer County Courthouse	Lapeer	1825-1849	1971
Marguerite deAngeli Library (Lapeer District Public Library)	Lapeer	1921-1929	1999
John & Rosetta Lee House	Lapeer	1850-1874, 1875-1899, 1900-1924	1985
R. Murphy – W. Walker House	Imlay City	1875-1899, 1900-1924	1986
Charles Palmer House	Imlay City	1875-1899, 1900-1924	1987
Warren Perry House	Lapeer	1875-1899	1985
Pioneer State Bank No. 36	North Branch	1900-1924	1982
Samuel J. Tomlinson House	Lapeer	1875-1899	1985
Columbus Tuttle House	Lapeer	1875-1899	1985
Peter Van Dyke House	Lapeer	1850-1874, 1875-1899, 1900-1924	1985
William H. & Sabrina Watson House	Lapeer	1875-1899, 1900-1924, 1925-1949	1985
Jay White House	Lapeer	1875-1899, 1900-1924	1985
Younge Site	Goodland	1000-500 AD, 1499-1000 AD	1976

Source: National Register of Historic Places

(www.nationalregisterofhistoricplaces.com)

Marguerite deAngeli Library

Founded in 1859, the Lapeer Ladies Library Association gathered the community's first collection of books for lending. The popularity of the collection led the Carnegie Foundation to offer \$10,000 to build a public Library in 1916. In part through the efforts of Congressman Louis Crampton, a larger Carnegie grant was secured in 1921. The citizens of Lapeer provided the remainder of the funds needed to construct this Georgian Revival building. Designed by the prominent Detroit firm of Smith,

Hinchman, and Grylls, the library opened in 1923. In 1981 it was renamed to honor Newberry Award winning children's author and illustrator Marguerite deAngeli who was born in Lapeer in 1889. In January 2003, the Lapeer County Library System underwent a restructuring transition and changed its name to Lapeer District Library.

Lapeer County Courthouse

Alvin N. Hart, one of Lapeer's first settlers, built the Lapeer County Courthouse. Born in Connecticut in 1804, Hart came to Michigan in 1831 and platted the village of Lapeer two years later. He also served as sheriff and as a member of both houses of the state legislature. Although the date in the pediment, 1839, marks the construction of the county's first courthouse, this building was erected in 1845-46 and bought by the county in 1853. It is an impressive Greek Revival structure. The two-story exterior is of native white pine, supported by a brick foundation. The facade of the full-height portico has four fluted Doric columns supporting the pediment. A three-tiered tower rises at the rear of the building.

The Lapeer County Courthouse is now the oldest courthouse in Michigan, which serves its original purpose. It remains a fine example of the dignified Doric style. Programs and incentives for historic preservation are discussed in **Chapter 13**.



Lapeer County Courthouse

2.3 Impacts of Urbanization

The population of the Lapeer County did not begin to change significantly until the 1950's when roadways improved accessibility to commercial markets. The construction of I-69 across southern Lapeer County had a significant impact, particularly near Lapeer and Imlay City where commerce and housing began to concentrate. During the 1970's, many of those employed in the Flint area were attracted by the rural character and relatively low housing costs in Lapeer County. However, much of the continued population growth since 1980 has been a result of people moving north from the Detroit metropolitan area.

The County's recent population growth (since 1992) has run parallel to intense growth and associated congestion in Oakland County. Residents seeking the qualities of a small town, semi-rural lifestyle within commuting distance of employment, shopping, cultural facilities, and other conveniences, have moved north into Lapeer County. Examining traffic volumes along I-75 and Lapeer Road show evidence of this trend. Today, the U.S. Census Bureau considers Lapeer County part of the Detroit Metropolitan Area.

As such, Lapeer County is a County in transition. Although still pre-dominantly zoned for agriculture, more and more land is being converted to residential uses, increasing demand for retail commercial and other services that support a growing population. Most of the intense development is still concentrated within the two cities and seven villages. However, increasing developmental pressures in the rural outlying areas are putting agricultural lands at risk in the County. Many factors, including federal agricultural policies, pricing, global markets, taxation, and availability of labor, energy, and machinery costs contribute to the loss of active farmland. A consistent goal in the master plans of townships and cities throughout the County is the preservation of active farmland and associated industries, but there may be conflicts when urban dwellers move to the country and these two very different lifestyles attempt to coexist.



3.1 Physical Characteristics

This section provides an overview of the physical attributes of Lapeer County. The primary source of data is from the Michigan Department of Natural Resources (MDNR) and Michigan Natural Features Inventory (MNFI), which include land coverage and other information pertaining to geology, soils, agricultural lands, wetlands, woodlands, water features, and endangered species habitat. The most recent MNFI Land Cover Map was used as a base for the **Natural Features Map (Map 2)**.

3.2 Geology and Topography

The Michigan Department of Natural Resources Division of Geology classifies the majority of Lapeer County as “Lower Mississippian”. Most of the northwest part of the county is classified as "Upper Mississippian". The remainder of the county is generally classified as "Pennsylvanian". The classifications reflect that glacial lakes once covered the area. Deposits of lake sediments formed the level plain of the county.

The geologic history of the county has left several profound traits. Much of the county land is categorized as prime agricultural lands by the U. S. Department of Agriculture. Geologic formations have also produced petroleum in several areas in the county. Scattered petroleum wells are most visible in Rich Township.

The Quaternary Geology profile of Lapeer County prepared by the Michigan Department of Natural Resources generally indicates locations of glacial outwash and gravel deposits near the ground surface. Glacial ponds occur in Rich Township, till plains and moraines exist in Burlington and Burnside Townships, and low areas of glacial lake deposits appear in Goodland, Imlay, and Almont Townships. A particular combination of sand and gravel resulting from a junction of outwash, moraine, and glacial lake deposits has resulted in a substantial deposit of commercial grade sand and gravel being located in the Lum Goodland area.

The elevation of Lapeer County varies from 700 to 1,200 feet above sea level. Generally, elevations increase gradually from the northern sections of the County (closer to Lake Huron and Lake St. Clair) to the south (further inland). The highest points in Lapeer County (over 1,200 feet above sea level) are generally found in the very southern areas including parts of Hadley, Metamora, Dryden, Almont, Lapeer, and Attica Townships. A concentrated belt of high glacial moraine deposits formed the gently rolling hills in this part of the County.

Insert Map 2 – Natural Features

Varied topography within the County is a visual asset that enhances its rural character and scenic views of the countryside. Significant elevation changes may be restrictive to development unless site modifications are made to accommodate drainage, traffic circulation, erosion control, and grading. Level or gently sloping sites are usually preferred for cropland, high-density subdivisions, industrial sites, and commercial buildings. Hilly sites are preferable for less dense residential development and recreational land uses.

3.3 Soils

Since most of the County lacks sanitary sewers, soils have a significant impact on the development pattern. Soil characteristics are directly related to the capability of the land for agricultural production. Soils characteristics can either complement or limit the use of septic fields; soils impact the alignment and maintenance of roadways. Development costs increase when poor soils require bringing in fill from outside areas.

Well-drained soil types characterized by sand, sandy loam, moderate clay loam, and silt loam are generally best suited to accommodate development. More detailed descriptions can be found in the USDA *Soil Conservation Service Book Soil Survey of Lapeer County*. On-site soil borings are required to determine the capability of individual sites for septic fields and to determine the type of foundation that would be needed.

The soils within Lapeer County are dominated by Alfisols, which are characterized by clay-enriched profiles located below the surface layer of organics. These soil types were generally located in forested areas. There are also five other principal soil orders in the County. Most of the soils are rich in organic matter and therefore, quite fertile, contributing to the agricultural industry in the County.

Lapeer County's soils were greatly influenced by the downward movement of water from precipitation. Factors of soil formation such as climate, living organisms, parent material, topography, and changes over time created the natural soils in existence today. The characteristics of individual soils seem to have been caused by differences in glacial deposits. The surface of the soil has a relatively thin layer of humus enriched, mineral material. A thick zone of unconsolidated glacial deposits ranging from gravelly sands to clays underlies this layer. Below this deposit is bedrock.

A detailed Soil Survey for Lapeer County was prepared in 1968 by the Lapeer County Soil Conservation Service with assistance from the Michigan Agricultural Experiment Station. The Survey illustrates the 12 soil associations found in Lapeer County as natural soils. Construction activities over time may have significantly altered the natural soils in some areas.

The **Soil Suitability Map (Map 3)** is a generalized representation of soil types in the County. This map gives an overview of the suitability for various areas of the county for septic systems, agricultural use, and other types of development. The installation of septic drain fields should be based on site-specific soil data since slow percolation is a problem associated with many soils in the county.

The location of and the physical qualities of Lapeer County soils comprising each association are described below. These interpretations are general in nature and will not eliminate the need for on-site sampling, testing, and study of specific locations for actual construction and land use. The real value of the planning interpretations in this report is to help illustrate and relate Lapeer County's potential urban growth to its existing soils.

Roselms - Pauldina Association. This Association consists of somewhat poorly drained soils developed from lake-laid clays. They occupy level to undulating areas upon a former glacial lake plain in the vicinity of Silverwood in the northern part of the County. The relief of this area ranges from slightly depressional to gently undulating.

Carlisle - Houahton - Adrian Association. This Association consists of very poorly drained soils, occupying level and depressed areas in the eastern part of the County. The major area of this Association is the Imlay muck channel, a shallow valley extending from the Village of Almont northward to the Village of North Branch. Width of this area ranges from one-fourth to one and one-half miles.

Chelsea - Oshtemo - Alluvial Association. This Association lies along the Flint River in the northwestern part of the County. It generally consists of a high, sandy terrace plain bisected by the floodplain of the Flint River. Width of the floodplain ranges from one eighth to three-fourths of a mile. The river has cut into the sandy plain to a depth of about 20 to 30 feet, resulting in a series of steep, scenic escarpments along the edge of the bottomland.

Capac - Metamora - Brookston Association. This Association consists of somewhat poorly and poorly drained soils, formed in loams and sandy loams over loams. The soils occupy level or gently sloping areas upon till plains and low moraines. This Association lies mainly in the northeastern part of the County. The relief in this area is gently to strongly undulating. Small hilly areas and steeper relief areas are adjacent to major drainage ways.

Capac - Blount - Kibbie Association. This Association consists of somewhat poorly drained soils, consisting of loams, clay loams, and water-laid fine sands and silts. They occupy level to gently sloping areas on till and lake plains. This Association lies north of the Flint River in the northwestern part of the County. The relief is level or gently undulating. Small areas of steeper relief occur next to major drainage ways. Several small, hilly areas are also adjacent to Tuscola County.

Conover - Blount - Brookston Association. This Association consists of poorly drained soils, formed from loams and clay loams. These soils occupy level or gently sloping areas upon till plains in the south-central part of the County. The relief of this area is gently undulating with broad, slightly depressed drainage ways and depressions.

Fabius - Wasepi - Mussev - Gilford Association. This Association consists of somewhat poorly and poorly drained soils formed in water-laid loamy sand and sandy loam over deposits of sand and gravel. These soils occupy level or gently sloping areas upon broad outwash and lake plains. This Association occurs along the Flint River, east of the City of Lapeer. The relief of this area is flat to gently undulating with occasional large depressions.

Remus - Marlette Association. This Association consists of well-drained and moderately well drained soils formed in sandy loam and loam. They generally occupy gently sloping to strongly sloping areas upon low moraines. This Association occurs in the north central part of the County, extending from Mill Creek northwestward to the Flint River sand plains. The relief is gently undulating to rolling. Small hilly areas and steeper relief lie next to major drainage ways.

Insert	Map	3	-	Soils
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Lapeer - Miami - Marlette Association. This Association consists of predominantly well-drained and moderately well drained soils, formed in sandy loam, loam, and light clay loam. These soils occupy gently sloping to strongly sloping areas upon low moraines. This Association occurs in a region that extends northwestward from Almont through the City of Lapeer to Columbiaville. The relief of this area is gently undulating to rolling. Occasional small hilly areas and steeper relief occur next to major drainage ways.

Miami - Marlette - Morley Association. This Association consists of well-drained and moderately well drained soils formed in loam, clay loam, and silty clay loam. They occupy gently sloping to strongly sloping areas upon low moraines. This Association occurs in the southwestern part of the County. The relief of this area is gently undulating to rolling, with generally rounded land features. Small, hilly areas and numerous small, wet depressions and lakes occur locally.

Boyer - Oshtemo - Remus Association. This Association consists of well-drained soils developed from sands, loamy sands, and sandy loam. These soils occupy gently sloping to very steep areas in the central part of the county (parts of Mayfield, Deerfield, and Arcadia Townships). A small section east of Otter Lake and along the north County line in Burlington Township has soils within this Association. The relief of this area is hilly, with numerous, narrow outwash plains, lakes, and small, wet depressions.

Boyer - Miami - Lapeer Association. This Association consists of well-drained soils accompanied by a large variety of glacial material, including loamy sand, sandy loam, loam, and light clay loam. These soils occupy gently sloping to very steep areas in the southern part of the County. The relief is hilly and numerous narrow outwash plains, lakes, and small, wet depressions are present.

3.4 Surface Water and Drainage

Lapeer County has over 250 inland lakes, totaling 5,798 acres of surface water. There are five major watersheds in Lapeer County. A watershed is the entire area of land that carries snowmelt and surface water to a low point, such as a lake or river. The County is included in the Lower Lake Huron and Southeastern Michigan Drainage Basins. Watershed management is a planning tool that seeks to implement both efficient and environmentally friendly methods for managing stormwater and drainage. Regional

detention and sediment basin facilities are often utilized to collect runoff, filter out pollutants, and sediments that degrade water quality and aquatic habitat before discharging into a major watercourse.

The Lapeer County Drain Commissioner is a statutory officer elected every four years on a partisan basis. The primary duty of the Drain Commissioner is the administration of the Michigan Drain Code of 1956, as amended, to construct, operate, and maintain a system of county and inter-county storm drains. Other programs and responsibilities of the Drain Commissioner include the operation and maintenance of established lake levels and flood control structures; review and approval of new subdivision plats with respect to stormwater management facilities; awarding contracts and securing financing for projects; and construction and financing of other infrastructure projects of local governmental units under provisions of both P.A. 342 of 1939 and P.A. 185 of 1957. The Drain Commissioner is also a statutory member of the County Parks and Recreation Commission.

The Drain Commissioner operates and maintains nearly 300 drains totaling over 500 miles. Most of the drains are presently open ditches, but as development continues and residential densities increase, open drains may need to be converted into underground storm sewers. Construction and maintenance of these facilities is primarily funded through special assessments for the affected drainage district. Lapeer County and the Drain Commissioner issue bonds for larger public projects. However, the need for incremental increases in drainage capacity is often not fully addressed at the local or township level. Local zoning ordinances should require developers to provide appropriate stormwater management facilities for all proposed developments.

The multiple functions and benefits of lakes, rivers, streams, and drainage ways are important to the quality of life in the County. Most of the Lapeer County's residents are dependent upon groundwater and individual wells to supply drinking water. Thus, protection of groundwater quality is of paramount concern. When septic systems become overloaded and fail, household chemicals and waste may be discharged directly into lakes and rivers. Fertilizers, pesticides, salt, de-icing fluids, and other chemicals used on individual private properties are having an irreversible effect on the health of Michigan's inland lakes. The process of eutrophication occurs when bodies of water become overloaded with chemicals that contain nitrogen and phosphorous (as in fertilizers and detergents), causing excessive algae and aquatic



Source: MDEQ website

weed growth. As more vegetative material and chemical nutrients enter the lake, the water become cloudy, lake bottoms become mucky, and fish habitat is degraded.

Some of the inland lake water quality problems can be reduced through the efforts of lake area homeowners associations. Measures by homeowners such as limiting or even prohibiting the use of road salt and fertilizers; placing septic fields as far from the water's edge as possible; creating or tying into a community sewage treatment facility where possible; stabilizing eroded shoreline areas; using properly designed commercial facilities for vehicle washing and oil changes; and using organic or non-phosphorous-containing detergents and household cleaners will help reduce water quality deterioration. Groundwater protection also includes careful monitoring and cleanup of contaminated sites in the County.

More information about water quality issues may be obtained on the MDEQ website (www.michigan.gov/deq) or by contacting the Inland Lakes and Streams Program staff (phone: 517-241-1300).

3.5 Wetlands

The Michigan Natural Features Inventory indicates that there are approximately 19,846 acres of wetlands in Lapeer County. That acreage constitutes approximately 4.6 percent of the total land area in the County. Of the total acreage, approximately 67 percent is classified as forested, which include wooded, shrub, and scrub lands. Nearly 6,569 acres (or 33%) are non-forested wetlands (aquatic bed, emergent or flats). Of the estimated eleven million acres of wetlands that existed in Michigan 150 years ago, roughly three million acres remain.

Wetlands play a critical role in the protection and management of the county's water-based resources. The soils and vegetation are important for flood control and have been shown to reduce pollutants in runoff. Acre for acre, wetlands have more diversity of wildlife and plants than any other habitat type in Michigan. Many wetland plant species are considered threatened or endangered.

Specifically, the benefits of wetlands include:

- Controlling flooding by absorbing runoff from rain and melting snow and slowly releasing excess water into rivers and lakes (a one-acre emergent wetland may store up to half a million gallons of water);

- Filtering pollutants from surface runoff, trapping fertilizers, pesticides, sediments, and other potential contaminants and breaking them down into less harmful substances, improving water clarity and quality;
- Helping recharge groundwater supplies through connections to underground aquifers that supply wells with drinking water;
- Contributing to natural nutrient and water cycles, and producing vital atmospheric gases, including oxygen;
- Providing commercial and recreational value to the economy by providing wildlife habitat for game birds, mammals, and fish (many varieties of fish are directly dependent on wetlands, requiring shallow water areas for breeding, feeding, and escape from predators); and
- Protecting water quality by helping to control fluctuations in lake levels through storage and release of excess water and filtration of runoff.

3.6 Regulation of Wetlands

In Michigan, the Goemaere-Anderson Wetland Protection Act (Act 203 of the Public Acts of 1979) was considered a ground breaking effort at the state level to protect wetlands. Public Act 451 of 1994, the Natural Resources and Environmental Protection Act, has replaced PA 203 and covers the protection and management of wetlands, floodplains, inland lakes and streams, and soil erosion and sedimentation control. The Act requires a permit from the Michigan Department of Environmental Quality (MDEQ) for activities such as filling, dredging, and draining wetlands; placement of fill or structures in the 100-year floodplain or within the natural high-water mark of inland lakes and streams; and construction activities that remove vegetation and leave soil surfaces exposed, which may lead to soil erosion. All such activities require approval and implementation of a detailed mitigation plan. Regional offices throughout the state handle local administration and enforcement of MDEQ permitting activities.

Regulated wetlands are identified by the following criteria:

- 1) The wetland is contiguous to an inland lake, pond, river or stream as defined in Rule 1 (e) of Public Act 203 of 1979;
or

- 2) The wetland is more than five (5) acres in size; or
- 3) The wetland is under five (5) acres in size where the MDEQ determines that one of the following conditions exist:
 - a) The wetland supports endangered or threatened plants, fish or wildlife;
 - b) The wetland represents a rare and unique ecosystem;
 - c) The wetland supports plants or wildlife of an identified regional importance; and
 - d) The wetland provides groundwater recharge documented by a public agency.

The **Natural Features Map (Map 2)** delineates significant, but not all, wetlands based on available MDNR information. Property owners should use a qualified wetland consultant to determine if a regulated wetland is present on their site. Communities can help ensure compliance with the federal and state wetland protection acts by requiring wetland determinations when reviewing development proposals where visible factors indicate a wetland may be present.

3.7 Floodplains

The Federal Emergency Management Agency (FEMA) has determined the 100 and 500 year floodplain boundaries within the following Lapeer County communities: City of Lapeer, Village of Almont, Imlay City, Lapeer Township, Mayfield Township, Deerfield Township, and Elba Township. These communities are participating in the National Flood Insurance Program because of the presence of flood hazards. Public Act 167 of 1968 enables FEMA to protect waterways and floodways from alteration.

A 100-year floodplain is defined as an area where there is a 1.0 percent chance in any year of a 100-year flood occurring. Floodplains serve as water recharge areas and natural water retention basins during periods of heavy precipitation or spring snow thaws. Development within the 100-year floodplain should be discouraged for these reasons.

Regulated floodplains are protected by the MDEQ, in cooperation with the Federal Emergency Management Agency, which administers the National Flood Insurance Program. MDEQ reviews permits for most types of development within the floodplain, while FEMA is responsible for delineating potential flood hazard areas on Flood Insurance Rate Maps.

Communities have the option of designating these floodplain areas as a "Flood Hazard Zone/Overlay District." This area can then be further protected in the community's zoning ordinance. The zoning ordinance may contain restrictions on construction within this overlay-zoning district. Sample ordinance language could include: "All new construction shall have the lowest floor elevated to or above the base flood level, be constructed with materials resistant to flood damage, and be constructed by methods which minimize flood damage."

3.8 Inland Lakes and Streams

The Inland Lakes and Streams Program is responsible for the protection of the natural resources and the public trust waters of the inland lakes and streams of the state. The program oversees activities including dredging, filling, constructing or placement of a structure on bottomlands, constructing or operating a marina, interfering with natural flow of water or connecting a ditch or canal to an inland lake or stream. Assessment and protection of the environmental quality of Michigan's inland lakes is the focus of the Inland Lakes Management Program. Lake water quality monitoring is conducted by staff and by volunteers through the Cooperative Lakes Monitoring Program, and administered by staff in partnership with the Michigan Lakes and Streams Association.

Citizens and organizations, such as lake associations, obtain advice and technical assistance from program staff on multiple issues related to lake management. Program staff also serves as voting members on nearly 100 active lake improvement boards that are established by local governments to conduct improvement projects. Permits are required to control nuisance aquatic plants and swimmers itch. Staff regulates the use of pesticides through the permit process and reviews and assesses new products for use in Michigan waters. Whether or not an activity requires a Marina Operating Permit under Part 301 Inland Lakes and Streams of the NREPA, depends on the nature of the use. In addition to commercial businesses that provide docking or mooring as part of their services, the MDEQ maintains that docking or mooring from riparian properties such as outlots, trailer parks, condominium and

apartment developments, yacht clubs, and other commonly owned or controlled points of access function as and meet the definition of a marina under Part 301.

3.9 Farmland Development Rights Agreement, P.A. 116

The Farmland Development Rights Agreement commonly known as, Michigan Public Act 116 of 1974, allows a land owner to sign a "development rights agreement" that states that the land will remain as either agricultural or open space for a specified period of time, usually a minimum of ten years. This program was instituted to preserve agricultural land. Lapeer County makes extensive use of P.A. 116 as a preservation tool. Significant areas of land throughout the County, have been designated as farmland or open space under this program. The majority of these lands are located in the northeastern portion of the County corresponding with the areas of productive soil.

Farmland eligibility is determined either by the size of the farm or by the income of the farm (between 5 and 40 acres). Open Space eligibility depends on the site's historic, recreational, or environmental importance.

In return, the land owner receives income or property tax benefits including: exemption from special assessments for sanitary sewers, water, lights, or non-farm drainage and the landowner can claim as a credit on his Michigan Income Tax, the amount by which the property taxes on the farmland exceed seven-percent of their income.

The purpose of this act is to alleviate the rapid and often premature conversion of lands uniquely suited for agriculture and open space to more intensive uses. As of March 1990, there were 68,400 acres enrolled in P.A. 116 for farmland and open space preservation in Lapeer County.

3.10 Purchase of Development Rights, P.A. 262

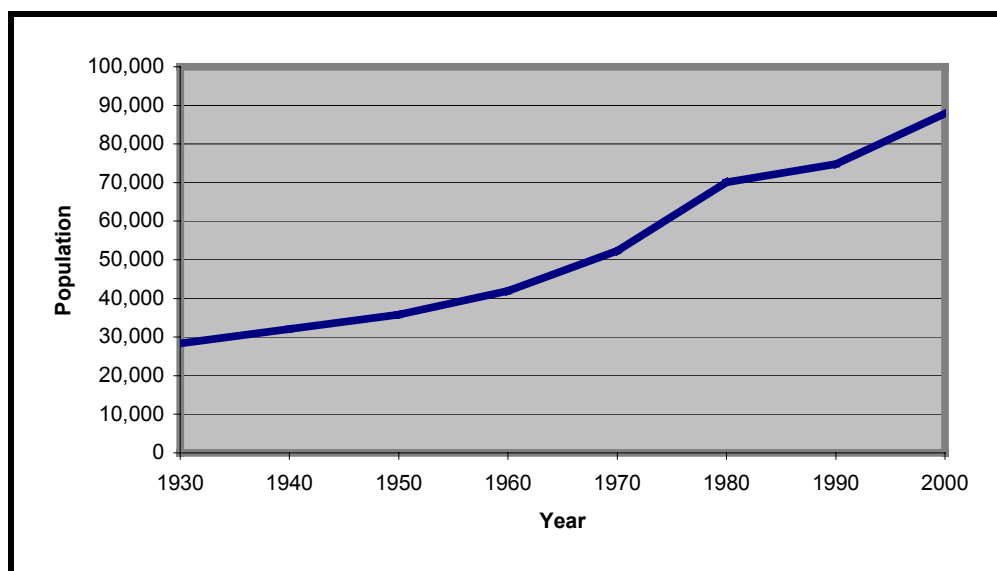
In addition, to further preserve farmland, the State of Michigan passed in 2000, P.A. 262, which establishes a State Agriculture Preservation Fund that gives matching funds to qualified local programs. A farmer who qualifies for participation in this program relinquishes in perpetuity his development rights. The farmer retains all ownership rights that are not expressly restricted by the granting of the easement.

In the fall of 2000, Lapeer County Board of Commissioners voted to adopt a PDR (Purchase of Development Rights Ordinance). This positions Lapeer County to receive 75% matching funds from the Michigan Agricultural Preservation Fund to purchase developmental rights from qualified Farmlands. A PDR program compensates landowners for the difference between the developmental value and the agricultural value of the property in exchange for a permanent conservation easement that prohibits future residential development. Today, the County has 1,446 acres in the PDR program.

4.1 Historic and Current Population Growth

Historically, Lapeer County has predominantly been a rural County, with concentrated population limited to the Cities of Lapeer and Imlay. However, this historic development pattern has changed in the last several decades, affected by the outward growth of the Detroit metropolitan area. The trend in population growth for Lapeer County, as reported in each federal census, is presented graphically in **Figure 4.1**. The County's population increased most rapidly from 1960 to 1980. The population growth once again increased from 1990 to 2000, but not at as high of a rate as in the earlier decades.

Figure 4.1 Population Growth in Lapeer County: 1930 – 2000



Source: U.S. Census Bureau

Equally as important as the population growth for the entire County, is the level of growth in each of the communities within the County, as presented in **Table 4.2**. What is happening at the County level can mask what transpires at the local level. In the 1980s, when the County experienced its slowest population growth in 70 years, there were several townships, Almont, Dryden, and Hadley and several urban areas, Almont, Imlay, and Lapeer that all substantially exceeded the County's growth rate. These jurisdictions are all along the County's southern boundary. There was also substantial growth during this decade in North Branch Township and the Village of North Branch, near the Lapeer State Game Area.

Table 4.2 Population Growth Rates: 1930 through 2000
Lapeer County and Townships

	1930 to 1940	1940 to 1950	1950 to 1960	1960 to 1970	1970 to 1980	1980 to 1990	1990 to 2000
LAPEER COUNTY	13.3%	11.5%	17.1%	24.8%	33.9%	6.8%	17.6%
<i>Townships</i>							
Almont	11.2%	3.1%	20.7 %	28.9%	30.4%	13.0%	29.6%
Arcadia	12.5%	-2.5%	16.2%	33.0%	40.9%	4.3%	30.6%
Attica	14.7%	14.0%	29.0%	43.4%	35.1%	6.3%	20.8%
Burlington	10.8%	-4.7%	11.3%	16.4%	9.8%	-4.3%	-6.2%
Burnside	-2.2%	-0.6%	7.7%	13.9%	17.7%	-1.1%	9.5%
Deerfield	11.2%	16.6%	48.5%	54.1%	72.2%	4.9%	17.0%
Dryden	12.7%	1.0%	13.6%	49.2%	39.8%	14.2%	36.0%
Elba	34.6%	21.5%	5.3%	4.5%	-18.5%	-1.5%	20.4%
Goodland	13.4%	5.9%	0.2%	24.5%	21.6%	-3.8%	17.5%
Hadley	7.8%	-6.9%	27.7%	54.2%	65.6%	15.0%	21.5%
Imlay	23.6%	18.1%	25.3%	17.5%	3.1%	-4.2%	26.6%
Lapeer	15.3%	51.3%	42.8%	37.3%	65.5%	6.1%	12.4%
Marathon	19.8%	8.1%	20.4%	26.0%	23.4%	-1.2%	9.7%
Mayfield	22.2%	6.1%	66.7%	71.5%	94.7%	0.5%	7.4%
Metamora	5.7%	23.2%	28.2%	37.6%	62.0%	10.1%	18.1%
North Branch	9.6%	4.8%	11.1%	12.2%	19.5%	10.5%	19.6%
Oregon	19.2%	18.8%	39.0%	54.7%	125.2%	4.6%	4.3%
Rich	10.2%	7.9%	2.8%	14.7%	6.6%	-7.0%	21.5%

Source: U.S. Census Bureau

During the 1990s almost all of the local jurisdictions shared, to one degree or another, in the County's overall growth. The exceptions were Burlington Township, the Village of Columbiaville, and the Village of Otter Lake, which decreased in population.

Another meaningful way to view population growth is to consider how the population of the County's urban areas (its incorporated cities and villages) has changed with respect to the County's unincorporated areas.¹ The historic population of the County thus divided is presented graphically in **Table 4.3**.

¹ For the purposes of analyzing the similarities and differences between the incorporated and unincorporated areas, data for the Village of Otter Lake is included with data for Marathon Township. Because the Village is spread across two counties, the data for the portion lying within Lapeer County are very limited.

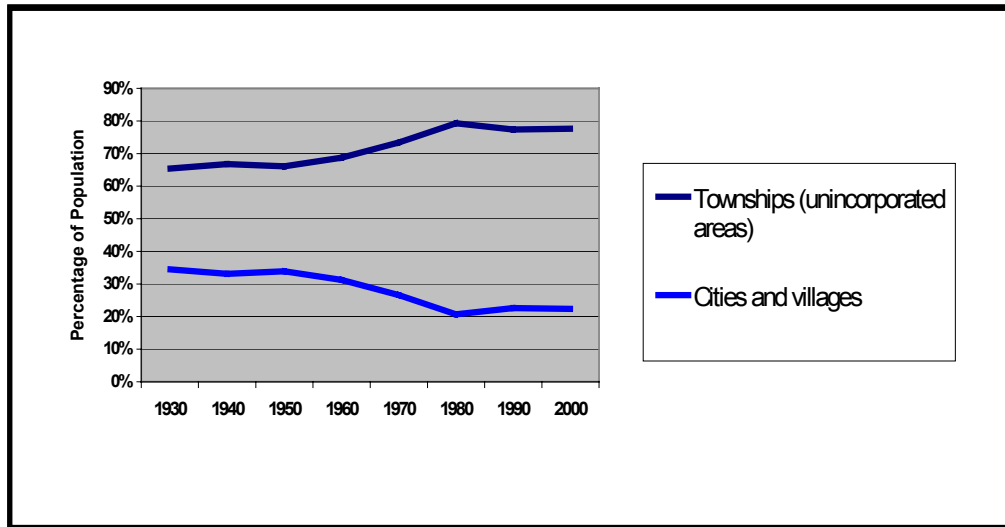
Table 4.3 Population Growth Rates: 1930 through 2000
Lapeer County Cities and Villages

	1930 to 1940	1940 to 1950	1950 to 1960	1960 to 1970	1970 to 1980	1980 to 1990	1990 to 2000
LAPEER COUNTY	13.3%	11.5%	17.1%	24.8%	33.9%	6.8%	17.6%
<i>Cities and Villages</i>							
Almont	9.5%	12.0%	23.6 %	27.8%	13.6%	26.8%	19.1%
Brown						80.0%	-33.3%
Clifford	9.6%	2.8%	17.9%	21.3%	-14.0%	-12.8%	-8.5%
Columbiaville	39.2%	18.8%	11.3%	6.5%	1.9%	-2.0%	-12.7%
Dryden	7.3%	15.8%	11.6%	23.2%	-0.6%	-3.4%	29.8%
Imlay	-3.3%	14.4%	19.0%	0.6%	26.0%	17.1%	32.5%
Lapeer	7.1%	14.5%	0.3%	1.8%	-1.1%	25.2%	16.9%
Metamora	-4.1%	38.8%	15.9%	3.5%	17.9%	-19.0%	13.4%
North Branch	10.0%	14.9%	8.3%	3.4%	-3.9%	14.2%	0.4%
Otter Lake	53.3%	-5.8%	14.6%	-1.3%	-16.9%	3.9%	-7.8%

Source: U.S. Census Bureau

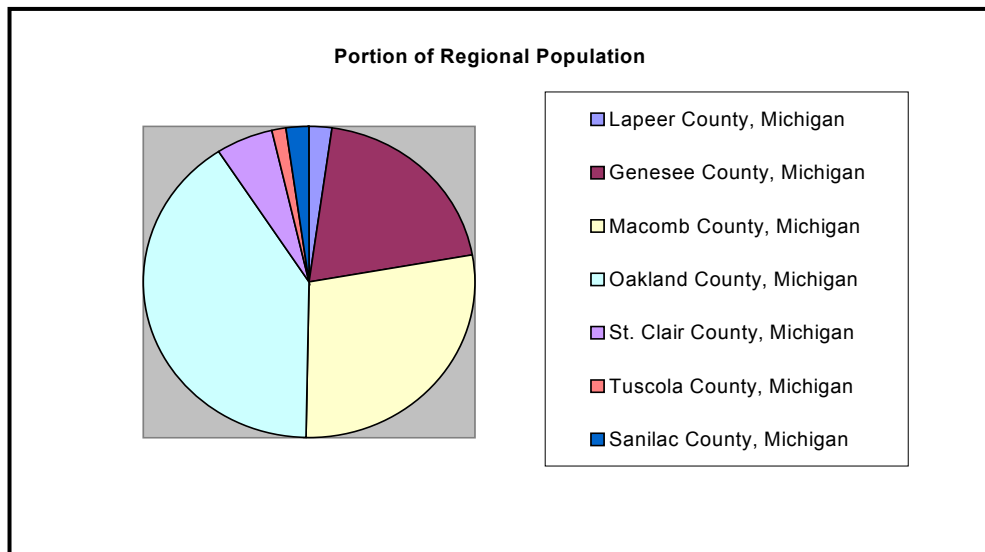
The County's urban areas have grown in population in each decade. However, the majority of the County's recent population growth has occurred in the unincorporated areas of the townships. From 1980 to 1990, the urban population growth rate was four times that of the unincorporated areas. However, in the most recent decade, the urban growth rate was slightly less than that for the unincorporated areas. Nearly 80 percent of the total population currently resides in the unincorporated areas, as indicated in **Figure 4.4**. The impact of this development pattern is that it is more costly to provide public services to this more dispersed population.

Figure 4.4 **Population Sectors: 1930 through 2000**
Lapeer County Unincorporated Areas and Urban Areas



Source: U.S. Census Bureau

Figure 4.5 **Lapeer County and Surrounding Counties**



Source: U.S. Census Bureau

An indication of how Lapeer County compares to other counties in the region, specifically the adjacent counties is illustrated in **Figure 4.5**. From 1970 to 2000, the rate of growth in Lapeer County was double that for Oakland County, triple that for the region, and nearly six times that for the state as a whole. Relating to actual numbers, however, Lapeer County's population accounted for only 7.08 percent of the region's total population growth.

Clearly, Lapeer County has been undergoing a period of rapid population growth, at significantly high rates since about 1970. The rate of growth has not been as intense as that in Macomb and Oakland Counties in the post-war decades. However, Lapeer has become something of a regional leader in population growth. The very important question for this General Development Plan to assess is to what degree this trend is likely to continue and what impact such growth will have on land use planning. Population projections for the County are provided later in this chapter.

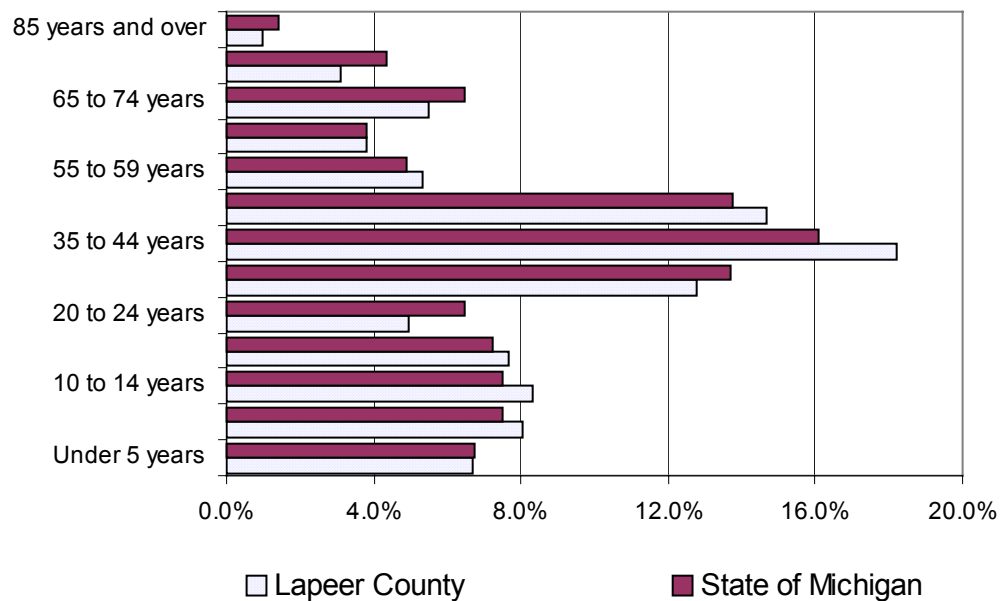
4.2 Migration Trends and Age Structure

An assessment of the age structure of the population can provide important insights into the nature and character of the population and of the forces driving population growth. In 2000, the County's median age was 35.9, which is a continuation of the trend of an increasing median age since the 1970 census.

In 2000, 28.0 percent of the County's residents were under the age of 18. This is a slight decrease from 1990's rate of 29.6 percent, and follows decreases from 40.1 percent in 1970 and 35.7 percent in 1980.

In 2000, those aged 65 and over constituted 9.6 percent of the County's population. This is an increase from the 1990 of 8.7 percent. Interestingly, the portion of the County's population in this age bracket decreased from 1960 through 1980, when it started to rise. This indicator also implies that the County is getting older. Beyond these three, rather simplified views of the age structure, the most common tool for analyzing age structure is to compare the portion of the County's population in various age groups to that for the state as a whole. This comparison is presented graphically in **Figure 4.6**.

Figure 4.6 Age Structure, 2000
Lapeer County and the State of Michigan



Source: U.S. Census Bureau

This tool provides a more detailed picture of the age structure. Through age 19, the County has a slightly higher percentage of its population in this age grouping than does the State. This relationship is reversed from age 19 to approximately age 30. Then, from age 30 to roughly age 60, the County once again has a higher percentage of its population in this age grouping than does the state. Finally, those aged 60 and over are under-represented in the County.

These percentages indicate that the presence of young families is slightly greater, while those of retirement age are slightly less in Lapeer County than in the state as a whole. There is a dip in the 20 – 30 age group as well.

This trend is not unusual for a rural County. Typically, there is an out-migration of residents after finishing high school. Many go off to college and others move to more urban areas where jobs are more plentiful. The national trend of having children later in life is reflected here, and possibly, an indication of families with older children relocating to the area.

Within the County, the population living in each jurisdiction exhibits differing age indicators. The three simple age indicators are provided in **Table 4.7**. The portion of the population of each jurisdiction in each age group (i.e. the age structure) is provided in **Table 4.8**.

Table 4.7 Age Structure Indicators, 2000
Townships and Cities and Villages in Lapeer County

	Median Age	Portion of Population under the age of 18	Portion of population aged 65 and over
Almont township	35.5	29.0%	8.6%
Almont village	33.3	30.3%	9.2%
Arcadia township	36.6	28.0%	9.7%
Attica township	35.5	29.1%	9.1%
Burlington township	36.3	27.5%	9.8%
Burnside township	34.9	30.7%	8.8%
Clifford village	35.1	27.8%	13.3%
Columbiaville village	33.4	28.0%	10.7%
Deerfield township	33.8	31.2%	6.6%
Dryden township	37.3	28.3%	7.9%
Dryden village	33.0	29.1%	9.3%
Elba township	38.0	26.1%	9.3%
Goodland township	35.3	29.4%	9.1%
Hadley township	38.5	28.0%	7.2%
Imlay township	36.6	28.2%	10.4%
Lapeer city	33.2	24.6%	11.9%
Lapeer township	37.7	27.1%	9.6%
Marathon township	35.5	28.1%	9.4%
Mayfield township	37.3	27.4%	11.8%
Metamora township	38.7	25.9%	9.6%
Metamora village	34.5	26.6%	10.5%
North Branch township	32.7	31.8%	9.6%
North Branch village	30.9	29.2%	14.9%
Oregon township	36.2	28.6%	6.6%
Rich township	36.7	28.8%	11.3%
All Townships (Unincorporated areas)	36.7	28.3%	8.8%
Data from US Census Bureau			

Generally, there is little disparity among the various jurisdictions as measured by the median age, the portion of the population under the age of 18, and the portion of the population aged 65 and over. The proportion of the population under 18 and over 65 is significant because it generally represents those individuals who are less likely to be employed full-time. In the Village of North Branch, for instance, over 45 percent of the population falls within these two

categories. At the local level, the significance is for its relative impact on demand for community services, such as recreation, and the market for other leisure activities, such as going to movies and restaurants.

Table 4.8 Overall Age Structure, 2000
Townships, Cities and Villages

	Under 5 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years	25 to 34 years	35 to 44 years	45 to 54 years	55 to 59 years	60 to 64 years	65 to 74 years	75 to 84 years	85 years and over
Almont township	6.9%	9.0%	8.6%	7.2%	4.2%	13.2%	19.2%	13.9%	5.4%	3.8%	4.9%	2.8%	0.8%
Arcadia township	6.2%	8.0%	8.6%	7.6%	4.6%	12.0%	18.3%	14.7%	5.7%	4.7%	6.1%	3.1%	0.5%
Attica township	7.2%	8.7%	8.4%	7.2%	3.8%	13.7%	18.1%	13.9%	6.1%	3.8%	5.7%	2.7%	0.7%
Burlington township	7.1%	6.8%	9.3%	7.8%	4.1%	12.1%	19.8%	11.8%	6.0%	5.4%	5.8%	3.5%	0.6%
Burnside township	7.0%	8.4%	9.6%	8.2%	4.3%	12.7%	18.8%	14.0%	4.9%	3.4%	5.6%	2.4%	0.7%
Deerfield township	6.8%	9.3%	9.1%	8.8%	5.3%	12.4%	18.5%	14.5%	4.9%	3.7%	4.3%	1.9%	0.4%
Dryden township	6.6%	8.4%	8.7%	6.9%	3.9%	10.9%	20.1%	16.2%	6.4%	3.9%	5.0%	2.4%	0.5%
Elba township	6.2%	7.2%	8.3%	6.9%	4.5%	11.8%	18.7%	16.3%	6.6%	4.1%	6.1%	2.5%	0.7%
Goodland township	6.8%	9.1%	8.6%	7.4%	4.3%	13.3%	17.9%	13.4%	6.5%	3.6%	6.0%	2.3%	0.8%
Hadley township	5.7%	8.2%	8.4%	8.2%	4.1%	8.7%	21.1%	18.4%	6.0%	4.0%	4.7%	2.1%	0.4%
Imlay township	6.1%	7.7%	8.8%	8.5%	4.8%	11.1%	18.4%	13.8%	5.3%	5.0%	6.0%	3.5%	0.9%
Lapeer township	5.6%	7.4%	8.9%	8.3%	4.3%	11.0%	17.2%	17.6%	6.1%	4.2%	5.4%	3.2%	0.9%
Marathon township	6.9%	7.6%	8.2%	8.1%	5.0%	13.4%	18.7%	14.0%	4.9%	3.8%	6.4%	2.3%	0.7%
Mayfield township	6.6%	7.7%	8.1%	7.6%	4.7%	11.7%	17.4%	15.2%	5.3%	3.9%	6.3%	3.8%	1.7%
Metamora township	6.1%	7.6%	7.5%	7.3%	4.3%	11.5%	18.4%	16.2%	7.1%	4.4%	6.4%	2.7%	0.5%
North Branch township	7.8%	8.6%	9.9%	9.1%	5.5%	12.3%	16.5%	13.4%	4.3%	3.1%	5.5%	3.3%	0.8%
Oregon township	6.5%	7.8%	8.8%	8.5%	4.5%	12.0%	18.2%	17.8%	5.6%	3.6%	4.2%	2.0%	0.5%
Rich township	6.9%	7.9%	9.1%	7.4%	3.8%	12.2%	18.8%	12.7%	5.5%	4.4%	6.4%	4.0%	0.9%
Almont village	7.6%	9.5%	8.7%	6.8%	4.7%	15.7%	18.1%	11.9%	4.4%	3.4%	4.7%	3.4%	1.1%
Clifford village	7.1%	7.1%	9.6%	6.5%	4.3%	15.1%	17.9%	10.5%	4.9%	3.7%	6.8%	5.6%	0.9%
Columbiaville village	8.1%	7.2%	7.7%	7.9%	5.8%	15.5%	17.7%	11.7%	3.9%	3.9%	6.5%	2.7%	1.5%
Dryden village	9.8%	6.9%	7.4%	6.3%	5.5%	17.4%	16.0%	13.7%	3.8%	3.9%	5.8%	2.8%	0.7%
Imlay City city	8.5%	8.1%	7.5%	7.4%	7.9%	14.5%	13.9%	10.2%	3.2%	3.4%	5.7%	6.3%	3.3%
Lapeer city	7.1%	7.4%	6.3%	6.1%	7.5%	18.9%	17.6%	11.0%	3.4%	2.8%	5.5%	4.6%	1.9%
Metamora village	7.7%	7.9%	7.3%	5.9%	6.1%	15.4%	19.5%	13.0%	4.1%	2.6%	7.1%	2.6%	0.8%
North Branch village	8.3%	8.5%	8.7%	7.7%	7.6%	14.9%	12.2%	10.3%	3.2%	3.8%	6.8%	6.2%	1.9%

Source: McKenna Associates, Inc., 2003. Data from US Census Bureau.

An interesting comparison is made when considering the age structure of the unincorporated areas of the townships to the incorporated cities and villages. In each of the age groups, the populations of the unincorporated area of the county do not differ significantly. However, the populations of the County's urban areas do vary significantly. First, the urban areas have fewer individuals in the 10 to 14 age group, and the 45 to 64 age group. In contrast, the urban areas have significantly more residents in the 20 to 34 age groups, and in the 75 and older age groups.

This age structure, however, is not unexpected. Of all rental units available in Lapeer County, 59 percent are located in the urban areas. Individuals in the 20 to 34 age groups are moving out of their parent's homes and forming their families. These individuals are the ones most likely to use rental housing, as they move up in their careers and as they save for the down payment on their first home purchase.

Likewise, it is fairly common for older individuals, especially after the death of a spouse, to move into urban areas, where rental and senior housing are more readily available. This is further evidenced by the fact that while the portion of the population that is male and aged 65 and older is similar in both areas, the portion that is female and aged 65 and over constitutes 4.7 percent of the population of the unincorporated areas and 8.1 percent of the population of urban areas. This impact is also seen in the number of households that consists of an individual aged 65 and over living alone. Such households constitute 4.8 percent of the households in the unincorporated portion of the County, yet they are 13.6 percent of all households in the urban areas.

This discussion leads to the question of whether the relatively fewer residents in the 45 to 64 age groups is simply the relative impact of the in-migration of individuals in those other age groups, or is it the effect of individuals in the 45 to 64 age cohorts moving out of the urban areas. The way to answer this question is to assess the relative growth or decline in age cohorts over time. Those in the 45 to 54 age group in 1990 will be in the 55 to 64 age group in 2000. The difference between the number of individuals in this cohort in 1990 and 2000 is the net effect of deaths, in-migration, and out-migration. These data are provided in **Table 4.9**.

Table 4.9 Age Cohort Population Growth, 1990 to 2000
Lapeer County, Unincorporated Areas, and
Urban Areas

Age Cohort	Lapeer County				Townships (unincorporated areas)				Urban Areas			
	1990	2000	Net change	% change	1990	2000	Net change	% change	1990	2000	Net change	% change
Total Population	74,768	87,904	13,136	17.6%	58,339	68,666	10,327	17.7%	16,429	19,238	2,809	17.1%
Under 5 years	5,466	7,312	1,846	33.8%	4,149	5,930	1,781	42.9%	1,317	1,382	65	4.9%
5 to 9 years	6,405	6,724	319	5.0%	5,067	5,446	379	7.5%	1,338	1,278	-60	-4.5%
10 to 14 years	6,445	4,350	-2,095	-32.5%	5,277	3,011	-2,266	-42.9%	1,168	1,339	171	14.6%
15 to 19 years	6,171	4,875	-1,296	-21.0%	4,975	3,272	-1,703	-34.2%	1,196	1,603	407	34.0%
20 to 24 years	4,909	6,346	1,437	29.3%	3,513	4,685	1,172	33.4%	1,396	1,661	265	19.0%
25 to 29 years	5,631	7,823	2,192	38.9%	4,010	6,158	2,148	53.6%	1,621	1,665	44	2.7%
30 to 34 years	6,524	8,177	1,653	25.3%	5,028	6,644	1,616	32.1%	1,496	1,533	37	2.5%
35 to 39 years	6,589	7,064	475	7.2%	5,333	5,865	532	10.0%	1,256	1,199	-57	-4.5%
40 to 44 years	5,804	5,816	12	0.2%	4,746	4,875	129	2.7%	1,058	941	-117	-11.1%
45 to 49 years	4,988	4,703	-285	-5.7%	4,205	4,016	-189	-4.5%	783	687	-96	-12.3%
50 to 54 years	3,694	3,357	-337	-9.1%	3,077	2,747	-330	-10.7%	617	610	-7	-1.1%
55 to 59 years	2,974	2,617	-357	-12.0%	2,426	2,092	-334	-13.8%	548	525	-23	-4.2%
60 to 64 years	2,697	2,217	-480	-17.8%	2,118	1,663	-455	-21.5%	579	554	-25	-4.3%
65 to 69 years	2,194	1,662	-532	-24.2%	1,623	1,155	-468	-28.8%	571	507	-64	-11.2%
70 to 74 years	1,673	1,046	-627	-37.5%	1,165	656	-509	-43.7%	508	390	-118	-23.2%
75 to 79 years	1,255	610	-645	-51.4%	821	346	-475	-57.9%	434	264	-170	-39.2%
80 and over	1,349	247	-1,102	-81.7%	806	141	-665	-82.5%	543	106	-437	-80.5%

Source: McKenna Associates, Inc., 2003. Data from US Census Bureau

Age cohort organizes the data in this Table with each line in the table representing a single cohort, in five-year age increments. Any change in the size of an age cohort between 1990 and 2000 must be due to death, in-migration, and out-migration.

Thus in Lapeer County in 1990, there were 5,466 individuals under the age of 5. Ten years later, in 2000, this same age cohort (now aged 10 to 14) now included 7,312 individuals. This is a net increase of 33.8 percent. This implies that the County experienced a large increase of families and households with young children. The data indicate that there was a corresponding increase in the number of individuals in the age cohorts from 20 to 34, who would have been in the age range from 30 to 44 by the time of the 2000 census. These are the age groups in which individuals are forming families and having babies.

The data appears to verify the earlier discussion about the exodus of young people from Lapeer County. In 1990, there were 6,445 individuals aged 10 to 14, and 6,171 aged 15 to 19. Ten years later, when these individuals would have been aged 20 to 29, these two

cohorts had decreased in size by 32.5 percent and 21.0 percent respectively, a net loss of 3,391 people. However, this out-migration of young people did not affect the County evenly. The unincorporated areas of the County experienced declines in population in these two age cohorts of 42.9 percent and 34.2 percent, respectively. However, the urban areas actually gained population in these two age cohorts, 14.6 percent and 34 percent respectively, although the gain was not enough to mitigate the drain from the unincorporated areas.

Evidently, a very large proportion, more than one-in-three, of younger individuals in rural areas of the County leave the area completely when they first leave home. Some are most likely moving to the urban areas in the County, probably drawn by the availability of rental housing. However, the vast majority of these young emigrants are simply leaving the county all together.

This data also indicate that the County has experienced a substantial immigration of individuals in the family formation stages of life. Those in the age cohorts of 20 to 24, 25 to 29, and 30 to 34, in 1990, would have been aged 30 to 45 by the time of the 2000 census. The size of each of the cohorts increased over the ten-year period, by 29.3 percent, 38.9 percent, and 25.3 percent respectively. Although the urban areas did gain some population among these cohorts, the vast majority of population growth in these age groups occurred in the unincorporated areas of the county.

Population growth appears to stabilize for the 35 to 44 age cohorts. Then, the population begins to decline, at ever increasing rates, for the remaining cohorts. The decline is in order of magnitude beyond that which can be explained by the birth rate. Once again, though, this migration pattern does not affect the county evenly.

The decrease in population among the 50 and older age cohorts is much larger in the unincorporated areas of the County than in the urban areas. The rate of decrease among these cohorts varies from two to ten times greater in the unincorporated areas. This rate of population decline is probably due, in part; to the fact the rural homes tend to be more isolated and thus less suitable for older residents living alone. The rate is also probably due to some of those leaving the rural and relocating to the urban areas within the County. However, the net impact is that there is once again a general out-migration of the County's residents, among those aged 50 and older.

The assessment of age structure has provided several insights into the County's population growth and development. First, there appears to be substantial out-migrations of young people, after high school, and of older residents, nearing the age of retirement and beyond. The exodus of young people affects the rural areas of the County, while the urban areas have actually experienced population growth among those in these age cohorts. Similarly, the out migration of older residents affects the rural areas to a much greater extent than it does the urban areas. Secondly, there also appears to be a large in-migration of individuals in the family forming stages of life. However, the urban areas experience very little of this population growth. The vast majority of new County residents in these age cohorts are moving to the unincorporated areas of the county.

4.3 Households

As used by the Census Bureau, and in this Plan, a household is the group of people who occupy a housing unit as their usual place of residence. Households come in a variety of sizes and shapes, such as married-couple families, female-headed households, or an individual householder living alone, among others.

The number of households in Lapeer County increased from 24,659 in 1990 to 30,729 in 2000, an increase of 24.6 percent. This rate is larger than the 17.6 percent increase in population due to a decrease in the average household size.

Nationally, the trend for many decades has been one of fewer and fewer people in the average household, and Lapeer County has experienced this same trend. The average household size in the County decreased from 2.97 in 1990, to 2.80 in 2000. If the total population remained the same, the decrease in the average household size would have resulted in 1,520 new households, a 6.2 percent increase. Thus, the trend of decreasing household size magnifies the effect of an increasing population. The result is even more new households and more new housing.

Within the County the growth rate in the number of households ranged from a low of minus 6.5 percent in the Village of Columbiaville, to a high of 46.2 percent in the Village of Dryden. The largest total increases in the number of households were in Lapeer City, 599 new households, and Almont Township, 529 new households. The data for the number of households are provided in **Table 4.10**.

The pattern of household growth in the unincorporated areas of the County and the urban areas presents an even wider disparity than does population growth. Whereas the urban areas accounted for 22.4 percent of the new population, they experienced 21.3 percent of the growth in new households. From 1990 to 2000, the unincorporated areas saw a greater decrease in the average household size from 3.10 to 2.90, than did the urban areas, 2.57 to 2.47.

Married couple families constitute 65.7 percent of all of the households in Lapeer County. This is substantially higher than the rate in Genesee County, 47.4 percent; St. Clair County, 57.4 percent; and the State of Michigan, 51.4 percent. Within the County, married couple families account for 72.0 percent of all households in the unincorporated areas and 45.4 percent of households in the urban areas.

Most of the discrepancy between the rates of married couple families in these two areas is explained by the presence of households that consist of an individual living alone. Such households are substantially more prevalent in urban areas, 31.9 percent of all households, than in the unincorporated areas, 14.3 percent of all households.

**Table 4.10 Increase in the Number of Households and Average Household Size
Lapeer County, Townships, and Cities and Villages, 1990 to 2000**

	Number of Households 2000	Number of Households 1990	Increase in Number of Households	Percent Increase	Avg. size of Household 2000
Lapeer County	30,729	24,659	6,070	24.6%	2.80
Almont township	2,094	1,565	529	33.8%	2.88
Arcadia township	1,089	756	333	44.0%	2.91
Attica township	1,602	1,251	351	28.1%	2.89
Burlington township	508	480	28	5.8%	2.76
Burnside township	645	545	100	18.3%	2.98
Deerfield township	1,919	1,548	371	24.0%	2.99
Dryden township	1,586	1,103	483	43.8%	2.90
Elba township	1,940	1,544	396	25.6%	2.79
Goodland township	589	484	105	21.7%	2.94
Hadley township	1,573	1,225	348	28.4%	2.95
Imlay township	879	668	211	31.6%	3.02
Lapeer township	1,765	1,451	314	21.6%	2.85
Marathon township	1,617	1,363	254	18.6%	2.88
Mayfield township	2,685	2,339	346	14.8%	2.79
Metamora township	1,533	1,196	337	28.2%	2.72
North Branch township	1,189	991	198	20.0%	2.99
Oregon township	2,086	1,801	285	15.8%	2.95
Rich township	489	384	105	27.3%	2.87
Townships (unincorp.)	23,467	18,689	4,778	25.6%	2.90
Almont village	1,022	828	194	23.4%	2.73
Clifford village	119	123	-4	-3.3%	2.72
Columbiaville village	304	325	-21	-6.5%	2.68
Dryden village	285	195	90	46.2%	2.80
Imlay City city	1,496	1,119	377	33.7%	2.53
Lapeer city	3,443	2,844	599	21.1%	2.29
Metamora village	188	153	35	22.9%	2.70
North Branch village	403	381	22	5.8%	2.54
Otter Lake village	154	157	-3	-1.9%	2.84
Cities and Villages	7,262	5,968	1,294	21.7%	2.47
<i>Data from US Census Bureau</i>					

An added dimension is a household that consists of a single individual, aged 65 and over, living alone. Such households constitute 13.6 percent of all of the households in the urban areas, yet these comprise only 4.8 percent of the households in the unincorporated areas. These rates are relatively unchanged since the 1990 census. While the prevalence of older householders living alone in the urban areas is substantial, it is not unexpected. As discussed previously, urban areas tend to have more rental units available and tend to offer more support services for elderly residents.

4.4 Race and Ethnicity

One typically considers race and ethnicity in a master plan for two purposes. One is to identify any racial or ethnic groups that might be unduly impacted by community planning. The second reason is to identify any such groups for which special efforts are warranted to assure their participation and representation in planning processes.

In 2000, non-whites constituted 2.7 percent of the population of Lapeer County, which is a slight increase from the 2.3 percent level in 1990. Some of the increase, however, might be attributable to the 2000 Census allowing individuals to report more than one race.

Within the County, the only two communities that have substantially more ethnic and racial diversity are the cities of Lapeer, 8.2 percent non-white, and Imlay City, 10.1 percent non-white. But even these are, relatively speaking, not very diverse. Genesee County has a higher percentage of non-whites, 22.9 percent. In the State of Michigan as a whole, non-whites constitute 18.2 percent of the total population.

Discussion of the relative value and importance of racial and ethnic diversity in the community are beyond the scope of this plan. It does; however, appear that there are no racial or ethnic groups that necessarily warrant special planning attention.

4.5 Education

In 2000, 84.5 percent of the residents of Lapeer County had graduated from high school, which is slightly higher than the 83.4 percent rate for the state as a whole. However, those who had a college degree, or more education, constituted 12.7 percent of the County's population, which is substantially lower than the state's rate of 21.8 percent.

Within the County, the residents of the unincorporated areas tend to be somewhat better educated than the residents of the urban areas. In the unincorporated areas, 86.2 percent of the population had graduated from high school and 13.5 percent had a college degree or higher, as compared to rates of 78.4 and 10.0 percent, respectively, for the urban areas.

The portion of the population that has graduated from high school ranged from a low of 63.8 percent in the Village of Clifford, to highs of 90.3 in Oregon Township and 90.7 in Dryden Township. The portion of the population with a college or advanced degree, ranged from a low of 4.5 percent in the Village of Clifford, to highs of 20.4 percent in the Village of Metamora and 23.5 percent in Metamora Township.

The level of education of the population may affect future economic development of Lapeer County. One of the primary factors in the location decisions of expanded and relocating firms is the quality and skills of the available workforce. In a 2002 study², the University of Michigan identified for the state several economic trends that are likely to continue for the next decade or so. First, those with high skills will continue to increase their earnings at a rate higher than the average. Secondly, there will be an abundance of low-wage workers. Finally, the economy (many of the new jobs) will be centered in offices, schools, and hospitals.

Lapeer County does not currently maintain as highly educated of a workforce as Genesee County or the State of Michigan, in terms of the percentage of residents with a college degree or higher. There are, of course, other factors that weigh in location decisions, but in terms of education, Lapeer County is not as competitive in certain business sectors that require more degreed professionals, such as high-tech companies. However, in terms of manufacturing and production-type facilities, Lapeer County has a strong workforce and can be expected to play a key role in supporting automotive manufacturing and related industries.

²Glazer, Lou, and Grimes, Donald. *Michigan in the Boom Years: Employment and Employment Earnings 1991 — 2000*. University of Michigan, Institute of Labor and Industrial Relations, December 2002.

5.1 Overview

The primary employment and economic generators in Lapeer County are found in manufacturing, health care and social services, construction, retail, wholesale, and accommodation and food service industries. The percentage of workers employed in each of these sectors except healthcare is greater than that found in the state as a whole. Educational, professional, and other administrative services generally have a lower representation in the County. The agricultural sector employs less than 2 percent of the workforce, while nearly 30 percent are employed in manufacturing.

The first part of this chapter analyzes the structure of the local economy. The second section assesses the labor force. The final section discusses the role of agriculture in the local economy.

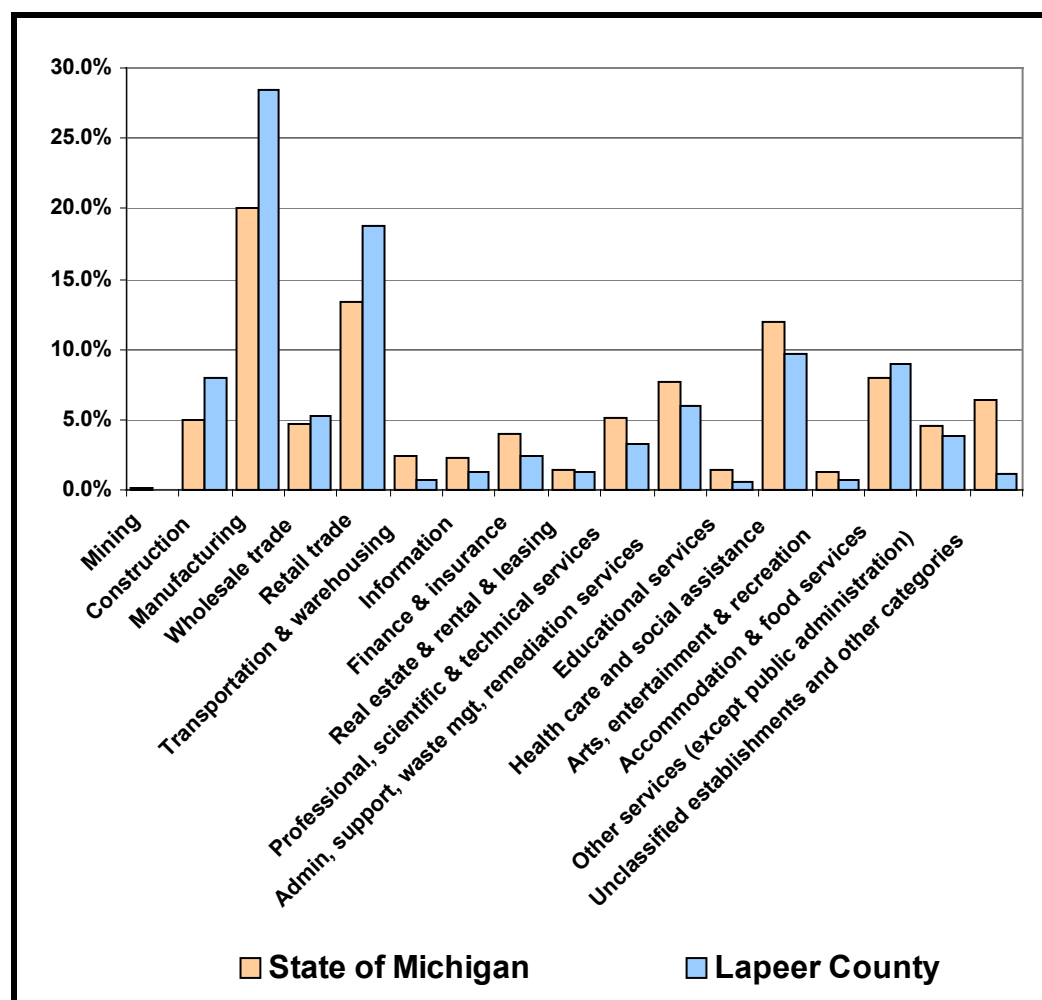
5.2 Structure of the Local Economy

A typical method for assessing the structure of a local economy is to consider the level of employment in the various economic sectors in comparison to that for the state as a whole. This data, for the year 2000, is presented graphically in **Figure 5.1**, and in detail in **Table 5.2**. The sectors into which the economy is categorized are:

- Forestry, Fishing, Hunting, And Agricultural Support
- Mining
- Utilities
- Construction
- Manufacturing
- Wholesale Trade
- Retail Trade
- Transportation and Warehousing
- Information
- Finance and Insurance
- Real Estate and Rental and Leasing
- Professional, Scientific and Technical Services
- Management of Companies and Enterprises
- Administrative Support, Waste Management, and Remediation Services
- Educational Services
- Health Care and Social Assistance
- Arts, Entertainment and Recreation
- Accommodation and Food Services
- Other Services (Except Public Administration)
- Auxiliaries
- Unclassified Establishments

The federal government restricts the availability of detailed data for a particular sector in a particular jurisdiction if there are very few firms and the identity and data of an individual firm could be inferred. In the case of Lapeer County, this occurs with the Forestry, Fishing, Hunting, and Agricultural Support sector, the Utility sector, the Management of Companies and Enterprises sector, and the Auxiliaries sector. All of these sectors together account for only 0.8 percent of the total number of jobs in Lapeer County. For the purposes of this analysis, all of these sectors have been combined into the Unclassified Establishments sector category.

**Figure 5.1 At-Place Employment by Economic Sector
Lapeer County and the State of Michigan, 2000**



Based on levels of employment, the manufacturing, retail, and construction sectors are substantially more important in the local economy than in the state's economy as a whole. Conversely, the professional, scientific and technical services sector, the health care and social assistance sector, and the management of companies and enterprises sector (which accounts for 4.1 percent of the state's total employment, but is combined into the unclassified sector for this analysis) are all more important in the state's economy than in Lapeer County.

**Table 5.2 At-Place Employment by Economic Sector
Lapeer County and the State of Michigan, 2000**

Employment Sector	Lapeer County		State of Michigan	
	Number of employees	% of Total Employees	Number of employees	% of Total Employees
Total	21,717	100.00%	4,072,786	100.00%
Mining	10	0.00%	6,447	0.20%
Construction	1,730	8.00%	203,994	5.00%
Manufacturing	6,170	28.40%	819,227	20.10%
Wholesale trade	1,142	5.30%	190,692	4.70%
Retail trade	4,062	18.70%	544,525	13.40%
Transportation & warehousing	155	0.70%	100,252	2.50%
Information	283	1.30%	93,279	2.30%
Finance & insurance	527	2.40%	164,249	4.00%
Real estate & rental & leasing	268	1.20%	58,738	1.40%
Professional, scientific & tech	705	3.20%	208,560	5.10%
Admin, support, waste mgt & remed	1,290	5.90%	315,030	7.70%
Educational services	111	0.50%	55,905	1.40%
Health care and social assistance	2,092	9.60%	488,779	12.00%
Arts, entertainment & recreation	146	0.70%	54,875	1.30%
Accommodation & food services	1,948	9.00%	325,162	8.00%
Other services (except pub admin)	839	3.90%	184,510	4.50%
Unclassified estab and other	239	1.10%	258,562	6.30%

Source: US Census Bureau, County Business Patterns

The relative importance of the manufacturing sector is an indicator of economic specialization. The retail sector is also a large factor, providing 18.7 percent of the jobs in Lapeer County, versus 13.4 percent at the state level. The number of jobs in the Accommodation and Food Services Sector indicates a reasonable level of tourism dollars being brought into the County. Additional retail sales are also likely to be generated by tourism, along with new residents and prospective shoppers from adjacent counties.

5.3 Labor Force

The previous section was concerned with the structure of the local economy, and the jobs that exist in Lapeer County, regardless of where the employees live. In contrast, this section is concerned with the labor force characteristics and the occupations of the residents of Lapeer County, regardless of where they work.

At the time of the 2000 Census, there were 66,033 people who were age 16 and over and living in Lapeer County. Of these, 65.7 percent, or 43,383 persons, were in the civilian labor force, either employed or unemployed and actively seeking work. This figure is referred to as the civilian labor force participation rate.

The remaining 34.3 percent or 22,622 persons, is made up of non-employed individuals, including homemakers, retirees, students, etc. The County's labor force participation rate is similar to that of other areas, such as Genesee County, at 63.1 percent, St. Clair County at 65.6 percent, and the State of Michigan at 64.6 percent.

Within Lapeer County, the labor force participation rates are significantly lower in Lapeer City, 54.9 percent, and Imlay City, 57.8 percent. This is not surprising, in the case of Imlay City, since the portion of its population over the age of 65 is significantly higher than the other areas of the County. The highest, although not significantly so, labor force participation rates were reported for the Village of Metamora 70.9 percent, Village of Dryden 71.6 percent, and Almont Township 72.1 percent. Overall, however, the unincorporated areas of the County had a higher labor force participation rate of 67.5 percent, compared with urban areas at 59.7 percent. This difference is expected as the portion of the population aged 65 and over is approximately 50 percent greater in the urban areas than in the rural areas of the County.

Another way to look at employment is by occupation types, which are broken down into six main categories by the Census Bureau, as follows:

- Management and Professional
- Service Occupations
- Sales and Office
- Farming, Fishing, and Forestry
- Construction Extraction, and Maintenance
- Production Transportation and Materials Moving

A comparison of these occupational categories for Lapeer County and the State of Michigan is illustrated in **Figure 5.3**. The first three of the occupation categories are generally referred to as “white collar” while the last three categories are referred to as “blue collar”. The total number of employees in the various industry categories is represented in **Table 5.4**.

Figure 5.3 Occupation of Residents
Lapeer County and State of Michigan, 2000

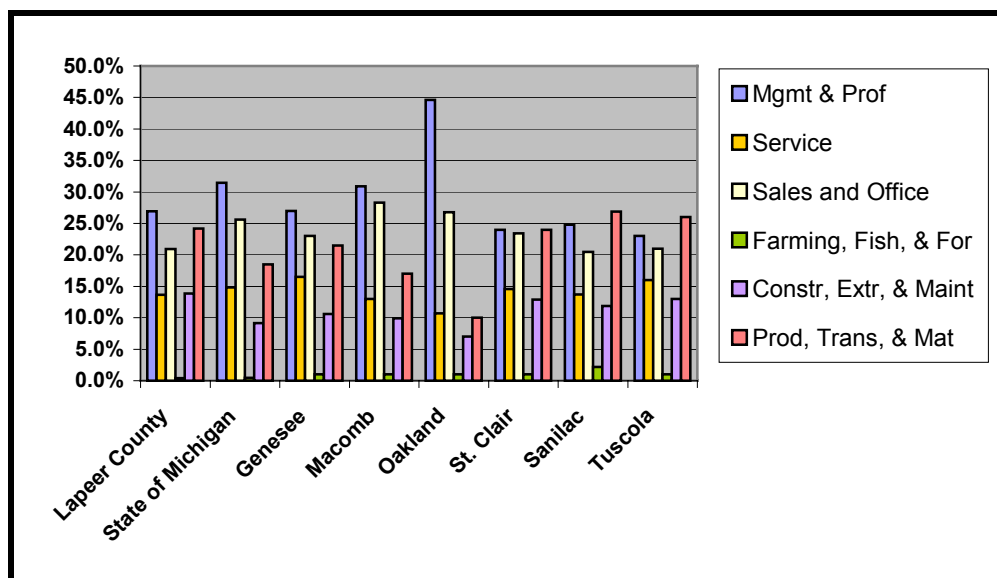


Table 5.4 Employees by Industry
Lapeer County, Michigan 2000

INDUSTRY	Lapeer County		State of Michigan	
	Number	Percent	Number	Percent
Employed civilian population 16 years and over	41,012	100.0%	4,637,461	100.0%
Ag, forestry, fishing and hunting, and mining	610	1.5%	49,496	1.1%
Construction	3,767	9.2%	278,079	6.0%
Manufacturing	12,237	29.8%	1,045,651	22.5%
Wholesale trade	767	1.9%	151,656	3.3%
Retail trade	4,486	10.9%	550,918	11.9%
Transportation and warehousing, and utilities	1,433	3.5%	191,799	4.1%
Information	655	1.6%	98,887	2.1%
Finance, insurance, real estate, rental and leasing	1,499	3.7%	246,633	5.3%
Profl, scientific, mgmt, admin, and waste mgmt	2,537	6.2%	371,119	8.0%
Educational, health and social services	7,209	17.6%	921,395	19.9%
Arts and ent, recreation, accom and food services	2,298	5.6%	351,229	7.6%
Other services (except public administration)	2,259	5.5%	212,868	4.6%
Public administration	1,255	3.1%	167,731	3.6%
Source: US Census Bureau				

These data indicate that the residents of Lapeer County are less often employed in management, professional, and related occupations, services occupations, sales and office occupations, and farming, fishing, and forestry occupations, than are the residents of the State as a whole. In contrast, the County's residents are more often employed in construction, extraction, and maintenance occupations and production, transportation, and material moving occupations. The location selection decisions of expanding firms are influenced by work force quality and quantity. Thus, characteristics of the labor force have important implications for economic development and the types of firms that will be attracted to Lapeer County.

5.4 Commuting

As indicated in **Figure 5.1**, there were 21,717 jobs located in Lapeer County during the week of March 12, 2000. At the time of the Census, in April of 2000, there were 41,012 residents of the County with jobs. Thus, there was a net effect of 19,295 residents who had to leave the County for work each day, or roughly 47 percent of the civilian labor force. It is likely that there were some workers who commuted into Lapeer County for work as well, so the actual number of out-commuters was probably even higher. A breakdown of how workers reached their place of employment is indicated in **Table 5.5**.

**Table 5.5 Method of Travel to Work
Lapeer County, Michigan 2000**

	Number	Percent
Workers 16 years and over	40,141¹	100.0 %
Workers commuting out of Lapeer County	19,295	48.1%
Car, truck, or van -- drove alone	33,572	83.6%
Car, truck, or van -- carpooled	4,542	11.3%
Public transportation (including taxicab)	120	0.30%
Walked	554	1.4%
Other means	193	0.5%
Worked at home	1,160	2.9%
Mean travel time to work (minutes)	35.3	N/A

¹Number of workers differs from number of employees due to response variations.

Source: U.S. Census Bureau

The basic analysis of the labor force provides the following conclusions:

- The residents of Lapeer County participate in the labor force at a rate that is generally to be expected based on the State of Michigan.
- Both in occupations and in the sectors in which they are employed, the residents of Lapeer County tend to have more blue collar jobs and less often have white collar jobs than is to be expected, based on the State of Michigan.
- Nearly 20,000 residents, or 47 percent of the employed labor force, leave the County for work each day.

5.5 The Agriculture Sector of the Local Economy

Agriculture has been and continues to be a fundamental part of the economy in Lapeer County. Agriculture is also the predominant land use in the County, although, as will be shown, it is decreasing in its share of land area. The excerpts of data from the Censuses of Agriculture conducted in 1987, 1992, 1997, and 2002 are provided in **Table 5.6**.

**Table 5.6 Excerpts from the Census of Agriculture
Lapeer County, 1987, 1992, 1997 and 2002**

Item	2002	1997	1992	1987
Farm Size Statistics				
Farms (number) (See A below)	1,187	1,020	1,119	1,228
Land in farms (acres)	189,264	178,249	193,956	218,779
Land in farms – avg size of farm (acres)	159	175	173	178
Land in farms - median size (acres)	79	79	(N)	(N)
Farms by size: 1 to 9 acres	65	52	56	73
Farms by size: 10 to 49 acres	501	334	354	397
Farms by size: 50 to 179 acres	391	399	429	437
Farms by size: 180 to 499 acres	128	154	184	225
Farms by size: 500 to 999 acres	67	50	70	66
Farms by size: 1,000 acres or more	35	31	26	30
Total cropland (farms)	1,051	959	1,063	1,153
Total cropland (acres)	153,231	144,491	159,230	175,050
Total harvested cropland (farms)	838	835	970	1,067
Total harvested cropland (acres)	130,962	119,906	122,007	126,110
Irrigated land (farms)	85	58	55	64
Irrigated land (acres)	1,869	2,308	2,008	3,869
Land in orchards (farms)	30	35	48	47
Land in orchards (acres)	609	658	769	757

Item	2002	1997	1992	1987
Economic Value Statistics				
Est. market value of land & buildings - avg / farm (\$)	650,013	433,252	249,654	212,324
Est. market value of land & buildings - avg / acre (\$)	3,867	2,425	1,360	1,121
Est. market value of all machinery & equipment - average per farm (dollars)	73,619	65,710	49,595	45,190
Market value of agricultural products sold (\$1,000s)	50,615	54,255	48,103	55,582
Market value of agricultural products sold - average per farm (dollars)	42,641	53,191	42,987	45,262
Market value sold including nursery and greenhouse crops (\$1,000s)	33,315	32,266	24,218	30,132
Market value sold in livestock, poultry, and their products (\$1,000s)	17,300	21,989	23,885	25,450
Farm value of sales: Less than \$2,500	533	314	333	428
Farm value of sales: \$2,500 to \$4,999	108	139	159	192
Farm value of sales: \$5,000 to \$9,999	128	140	159	157
Farm value of sales: \$10,000 to \$24,999	143	164	184	137
Farm value of sales: \$25,000 to \$49,999	92	79	80	99
Farm value of sales: \$50,000 to \$99,999	69	67	76	83
Farm value of sales: \$100,000 or more	114	117	128	132
Total farm production expenses (\$1,000s)	49,895	43,867	44,836	50,094
Total farm production exp – avg / farm (\$)	42,176	42,880	40,032	40,727
Net cash return from ag sales per farm unit	1,183	1,023	1,120	1,230
Net cash return from ag sales (\$1,000s)	3,911	9,254	4,568	6,186
Net cash return from ag sales - avg / farm (\$)	3,306	9,046	4,079	5,029
Farming Occupation Types				
Operators by principal occupation: Farming	679	488	570	593
Operators by principal occupation: Other	508	532	549	635
Operators by days worked off farm: Any	660	574	610	709
Operators by days worked off farm: 200 days or more	503	421	446	540
Livestock Inventories				
Cattle and calves inventory (farms)	374	402	484	559
Cattle and calves inventory (#)	18,258	23,621	26,241	30,285
Beef cows (farms)	233	212	209	241
Beef cows (number)	2,696	2,473	2,625	2,486
Milk cows (farms)	79	101	131	196
Milk cows (number)	4,397	5,879	7,683	9,670
Cattle and calves sold (farms)	299	363	431	511
Cattle and calves sold (number)	7,881	12,623	12,910	15,748

Item	2002	1997	1992	1987
Hogs and pigs inventory (farms)	58	60	108	85
Hogs and pigs inventory (number)	2,757	4,354	9,160	9,591
Hogs and pigs sold (farms)	51	48	99	84
Hogs and pigs sold (number)	4,528	6,738	16,329	13,352
Sheep and lambs inventory (farms)	89	50	52	71
Sheep and lambs inventory (number)	2,392	1,488	1,919	2,691
Layers and pullets inventory (farms)	96	78	78	97
Layers and pullets inventory (number)	2,855	2,167	4,476	5,963
Broilers / meat-type chickens sold (farms)	34	14	20	19
Broilers / meat-type chickens sold (number)	(D)	(D)	1,768	2,374
Crop Inventories				
Corn for grain or seed (farms)	251	316	425	562
Corn for grain or seed (acres)	31,798	40,124	47,862	46,631
Corn for grain or seed (bushels)	3,641,648	4,256,713	4,321,823	4,922,521
Wheat for grain (farms)	133	191	273	160
Wheat for grain (acres)	6,422	7,929	10,589	4,966
Wheat for grain (bushels)		419,911	498,395	214,661
Soybeans for beans (farms)	228	207	187	141
Soybeans for beans (acres)	52,242	28,400	13,427	7,665
Soybeans for beans (bushels)	2,063,110	940,492	375,257	284,976
Dry edible beans, excluding limas (farms)	10	20	31	44
Dry edible beans, excluding limas (acres)	298	2,863	5,796	6,024
Dry edible beans, excluding dry limas (wt)	53,640	87,742	67,639	95,152
Hay-alfalfa, other tame, small grain, wild, grass silage, green chop, etc (farms)	595	585	676	805
Hay-alfalfa, other tame, etc (acres)	30,534	30,884	32,998	41,934
Hay-alfalfa, other tame, etc (dry tons)	88,407	75,668	81,694	104,175
Vegetables harvested for sale (farms)	68	53	56	60
Vegetables harvested for sale (acres)	3,210	3,041	3,446	4,414
(A) Total farm number for 1997 and 2002 adjusted to reflect farms not previously counted in 1987 and 1992				
(D) Withheld to avoid disclosing data for individual farms. (B) Data not available due to brackets.				
(X) Not applicable. (N) Not available. (Z) Less than half of the unit shown. (H) Standard error or relative standard error of estimate is greater than or equal to 99.95 percent. (L) Standard error or relative standard error of estimate is less than 0.05 percent. (S) Withheld because estimate did not meet publication standards.				
Source: US Department of Agriculture, Census of Agriculture.				

Even with a decline in total acreage, the total market value of agricultural products sold remains above \$50 million. A very substantial economic increase can be found in the estimated average market value of all land and buildings, which grew to \$650 million from just over \$212 million in 1987, a 194 percent increase

(discounted 3 percent for inflation). The average real property value in 2002 stood at \$3,867 per acre, versus \$1,121 per acre in 1987, a 218 percent increase (discounted 3 percent annually for inflation). However, the estimated market value of agricultural products, as well as the net cash return from agricultural sales, continued to decrease to just under \$4 million in 2002 after reaching over \$9 million in 1997. The average net cash return per farm stood at \$3,306 in 2002, compared to \$5,029 in 1987.

In 2000, roughly 43 percent of farm operators indicated that their primary occupation was something other than farming. Over 40 percent of farm operators worked off of the farm for 200 days or more in each year reported.

The agriculture industry is a major component of the economy in Lapeer County as well as being the predominant land use. However, the trend is one of the relative decrease in importance of this sector. Clearly, the economic needs of agriculture as an industry are an important component of farmland preservation.

5.6 Unemployment Rates

Unemployment rates in Lapeer County nearly doubled between 1997 and 2003. When unemployment exceeds 5 percent, workers skilled in other areas may migrate to lower paying service sector jobs (underemployment). The local economy is affected in a number of ways due to an overall reduction in disposable income and an increase in demand for social and public services. Unemployment affects businesses, the financial community, real estate markets, the state and local tax base, and the ability of local governments to provide public services. It may eventually lead to physical decline unless new employment opportunities become available.

Table 5.8 (below) illustrates unemployment rates for the State of Michigan, Lapeer County, and adjacent counties. Between 1997 and 2003, State of Michigan unemployment rates were as low as 3.5 percent (2000) and as high as 7.3 percent (2003). Lapeer County unemployment rates were between 4.0 percent (1999) and 8.6 percent (2003). Although Lapeer County did not have unemployment rates as low as the State of Michigan experienced in 2000, and had higher unemployment rates than the state in 2003, the county has followed the state unemployment trend over the past 4 years (2000, 2001, 2002, 2003) with unemployment rates steadily increasing.

Surrounding Counties have also experienced an increase in unemployment from 2000 through 2003. Over the past 7 years, Oakland County has had the lowest unemployment rate (2.2 percent in 2000) and Sanilac County has experienced the highest (11.3 percent in 2003). Lapeer County unemployment rates are most similar to those of St. Clair County located on its eastern border. Overall, Counties that are located closer to the Detroit-Metropolitan region have experienced a lower unemployment rate than Counties farther away.

The unemployment figures do not reflect the segment of the population that is considered structurally unemployed. These may be people who have lost their jobs and are no longer receiving unemployment benefits, people who do not qualify for any job since the amount to pay wages, train, and manage far exceeds the work output, and people whose skills are increasingly insufficient as technology continues to influence business. When considering the structurally unemployed, the unemployment rates are actually higher than what is represented in the tables.

**Table 5.7 Unemployment Rates - State of Michigan,
Lapeer County, and Surrounding Counties**

	1997	1998	1999	2000	2001	2002	2003
State of Michigan	4.2%	3.9%	3.8%	3.5%	5.3%	6.2%	7.3%
Lapeer	4.4%	4.4%	4.0%	4.2%	6.6%	7.7%	8.6%
Oakland	2.8%	2.5%	2.5%	2.2%	3.8%	4.7%	5.2%
Macomb	3.5%	3.2%	3.2%	3.1%	4.9%	5.7%	6.6%
Sanilac	6.1%	5.4%	6.4%	5.5%	8.2%	9.2%	11.3%
St. Clair	5.1%	4.5%	4.3%	4.1%	6.7%	7.7%	9.2%
Tuscola	5.3%	5.3%	5.5%	5.3%	7.8%	8.8%	9.9%
Genesee	5.5%	5.9%	5.6%	5.4%	7.5%	8.6%	9.7%

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

Lapeer County continues to maintain a balance between providing economic development opportunities that offer jobs to current and future residents, while maintaining a rural environment. Countywide economic development coordination along with the coordination of County infrastructure needs will help ensure the protection of the rural environment by selecting appropriate sites for

industrial and manufacturing companies. Promoting additional opportunities in agribusiness to complement the existing agricultural economy should be explored.

5.7 Major Employers

The development of large industrial parks will continue to be a major factor for economic expansion in the County. With the advent of alternative energy technologies, including automotive hybridization and fuel cell production, facilities in Lapeer could be poised to contribute to new manufacturing and “green industry” services. In order to be competitive, however, the quality and types of public facilities and services need to be comparable to those in other areas.

Following is a list of the industrial parks in Lapeer County, the total number of acres, and the number of acres available for purchase within each park.

Table 5.8 Industrial Parks in Lapeer County

Industrial Park	Location	Total Acres	Available Acres
Almont Industrial Park	M-53 and Tubsprings Road in Almont	58	35
Imlay City Industrial Park	East First St. & Industrial Parkway City of Imlay City		18
Lapeer Industrial & Research Park	I-69 at Lake Nepessing City of Lapeer	150	58
Lapeer Industrial Complex			
North Branch Industrial Park	M-90 at Lake Pleasant Village of North Branch		42

Source: McKenna Associates

In addition, **Table 5.9**, lists the major employers of the County and their location in the County.

Table 5.9 Major Employers

Company Name	Location	Employees
DOTT Industries, Inc. (and Deco Plate)	Lapeer	1023
Lapeer Metal Stamping Companies, Inc.	Lapeer	861
Lapeer Regional Hospital	Lapeer	600
Meijer Inc.	Lapeer	450
Metamora Products Corporation	Metamora	375
Lapeer County Medical Care	Lapeer	364
Toyo Seat USA Corporation	Imlay City	290
Pinnacle Foods Corp./Vlasic Brands	Imlay City	289
Albar Industries, Inc.	Lapeer	272
Champion Bus, Inc.	Imlay City	260
Durakon Industries, Inc.	Lapeer	250
Thumb Correctional Facility	Lapeer	225
Carlisle Engineered Products	Lapeer	210
M.K. Chambers Company	North Branch	187
Imlay City Plastics	Imlay City	185
Wellington Manufacturing Company	Almont	173
MetoKote Corporation	Lapeer	170
Mold Masters Company	Lapeer	170
Willis Manufacturing, Inc.	Dryden	170
Newcor-Rochester Gear Division	Clifford	162
The Home Depot	Lapeer	160
Kamax L.P.	Lapeer	138
Oxford Automotive	Lapeer	125
Mantex Corporation	Imlay City	120
American Shower & Bath Corp.	Lapeer	117

Source: Lapeer Development Corp. 2000/01 Industrial

5.8 Summary

As the local economy is relatively specialized in manufacturing, economic development efforts should attempt to capitalize on this by focusing efforts on vertical or horizontal economic clusters associated with existing industries. The local economy is relatively under developed in most of the professional or white-collar sectors, such as information, finance, management, and so forth. Depending on other factors, such as labor force skills or communications infrastructure, these sectors might constitute appropriate areas to focus on future economic development efforts. Based on the overall population, it appears that the retail sector could be further developed, especially in areas catering to teens, young families, and seniors.

6.1 Road System

Lapeer County abuts Macomb and Oakland Counties to the south, Genesee County and the City of Flint to the west. These metropolitan areas have an impact on growth and development within Lapeer County. North of Lapeer County is Tuscola and Sanilac Counties and to the east is St. Clair County, which is the site of the Blue Water Bridge and the St. Clair tunnel, an international connection to Canada.

The main east/west connectors are I-69, between the Blue Water Bridge and the City of Flint, in the south tier of townships and M-90 in the north tier of townships. M-90 meets and travels north/south on M-53 before continuing east/west. The main north/south connectors are M-24, which runs through the City of Lapeer and M-53, which bisects Imlay City.

These roadways are a key element in defining current and future land use and development in Lapeer County. The Transportation system has allowed agricultural producers and manufacturers to access their markets and these same roadways place Lapeer County within a reasonable commute to major employment centers while allowing residents a rural living environment.

There is a need for the County to coordinate its transportation and land use planning. Construction or expansion of a roadway in many instances leads directly or indirectly to future development. The opposite is also true, that development and growth place pressure on the improvement of the infrastructure. This relationship is important to recognize as the County plans for its future maintenance and construction of roadways.

6.2 Road Classifications

As part of the planning process, it is important to identify the function of the roadways in the County system. Identification of road classifications assists in the determination of providing recommendations for appropriate land use and zoning ordinance standards along the various routes. Implementation of capacity and access management standards help preserve the public investment and maintains an efficient vehicular transportation plan. The functional classification of roadways within Lapeer County are listed below:

Interstate/Highway:

The primary function of this type of road is to facilitate the through movement of traffic over long distances between communities and other major activity centers at high rates of speed. In Michigan the range is 55 to 70 mph in rural areas and 55 to 65 mph in urban areas. Interstates are usually divided with limited access. I-69 is the primary east-west interstate of the area. The County is also impacted by I-75, which is located wholly outside of its borders to the west and south. I-75 has a major impact on traffic within the county as it feeds two state trunk lines into the county. I-69 and I-75 are under the jurisdiction of the Michigan Department of Transportation (MDOT).

State trunk lines are also under the jurisdiction of MDOT and are primarily for the movement of regional traffic between communities but also provide limited access to adjacent properties. M-24 (Lapeer Road) begins at I-75 and travels north through the County and bisects the City of Lapeer. M-53 also runs north to south through the County bisecting Imlay City.

M-90 (North Branch Road) crosses the County from M-24, east to west across the northern tier of Townships. M-90 shares a portion of the north-south M-53 before proceeding east.

County Primary:

County primary road functions are to accommodate longer distance travel between communities to interstate interchanges and cities. They also intersect important rural routes. Access to land uses is a secondary consideration. These roads typically have posted speeds of 45-55 in rural areas and 35-45 in urban areas dependent on the design of a particular road. The County further designates a road as Class A = (all weather) or Class B = (restricted). These classifications are subject to change without notification as determined by the County Road Commission. See **Tables 6-1 and 6-2**.

In the south, Baldwin, Hosner, Rochester, and Hadley Roads parallel the major trunk lines in the County. From the southeast Imlay City, Dryden, and Almont Roads are east/west connectors to St. Clair County.

Insert Map 4 – Transportation Facilities

The primary roads entering the County from Tuscola County in the northwest are Otter Lake and Millington Road, handling a east to west traffic flow. Silverwood and Jefferson Roads intersect with Clifford and provided a north-south traffic flow. Kingston Road also enters from Tuscola County with a north-south traffic flow.

From Sanilac County, Marlette Road connects Marlette and Clifford Villages.

Table 6.1 Class "A" County All Weather Roads

ROAD	LOCATION
Columbiaville Road	M-24 west to Village of Columbiaville
Davison Road	West County Line to Lapeer City limits
Dryden Road	M-24 to M-53
Fish Lake Road	M-90 south to Johnson Mill Road
Graham Road	Rider Road to Imlay City Road
Imlay City Road (Old M-21)	Myers Road to East County Line
Johnson Mill Road	Fish Lake Road West ½ mile to M.K. Chambers
Lake Nepessing Road	Davison Road south to I-69
Lake Pleasant Road	Imlay City Road north to Lum Road
Lum Road	Lake Pleasant Road east to Mitchell Lake Road
Marlette Road	Village of Clifford east to County Line
Mitchell Lake Road	Lum road south ½ mile to Lumco Mfg.
Otter Lake Road	Hart Lake Road to M-24
Saginaw Road	M-24 south to the City of Lapeer

Source: Lapeer County Road Commission 2006

Table 6.2 County Restricted Roads

ROAD	LOCATION	RESTRICTION
Kidder	Measel Pit north to Dryden	No thru trucks
Kidder	Bordman to Hough	No thru trucks
Hough	M-53 to Kidder	20 ton limit
Kidder	Hough to Almont Village Limit	20 ton limit
Tubspring	M-53 to Howland	No thru trucks
Tubspring	Howland to Kidder	No thru trucks
Tubspring	Kidder to Glover	No thru trucks
Bowers	Youngs to Summers	20 ton limit
King Mill	Jefferson to Lake Pleasant	No thru trucks
Wilcox	M-53 to Churchill	No thru trucks
Wilcox	Churchill to Schoenhals	No thru trucks
Churchill	Willis to Bechtel Pit	20 ton limit
Deanville	M-53 to Churchill	40 ton limit
Willis	M-53 to Bentley	40 ton limit
Dockham	M-24 to Willis	No thru trucks
Indian Trail	Oak Grove Drive to Indian Trail	3 ton limit/No trucks/bus
Willis	Norway Lane to Dockham	15 ton limit
Devonshire	Davison Road to City Limits	No thru trucks
Monticello Sub	West off Elba Road and South off Lippincott	10 ton limit
Wagmer	Blacks corners to M-53	20 ton limit
Shaw	M-53 to Brown City	20 ton limit
Bowers	Summers to M-53	20 ton limit
Green Corners	Pratt to Stewart	20 ton limit
Blacks Corners	M-21 south 0.25 miles to Imlay City Limit	9 ton limit
Bowman	Manchik Pit south to Rider	No thru trucks
Newark	Bowman to Doran	No thru trucks
Metamora	Sutton to Hunter's Creek	35 MPH trucks
Turrill	M-24 to Clark	9 ton limit/No thru trucks
Hunter's Creek	Metamora to Morris	10 ton limit/No thru trucks
Hunter's Creek	Morris to Bocker	10 ton limit/No thru trucks
Hunter's Creek	Bocker to Wilder	10 ton limit/No thru trucks
Hunter's Creek	Wilder to Five Lakes	10 ton limit/No thru trucks
Artwood Lake Sub	West off M-24	10 ton limit
Hunter's Creek	Baldwin to M-24	No thru trucks
Sutton	Metamora to Wilder	No thru trucks
Sutton	M-24 to Metamora	No thru trucks
Hunter's Creek	M-24 to Clark	20 ton limit
Higley	Clark to Maple Grove	No thru trucks
Metamora	North Village limit to Sutton	20 ton limit

Source: Lapeer County Road Commission 2006

County Collector:

The main function of collectors is to collect and distribute traffic from nearby local streets and link it with higher classified roads. Mobility is somewhat curtailed through curb cuts that increase access to adjacent properties.

Local:

Local roads provide access for residents between uses in the neighborhoods in addition to connecting to collectors and on to primary and interstates. The Townships are responsible for all costs associated with improvement.

Other Roads:

The remaining roads in the county are either under the jurisdiction of a city or private roads maintained by their stakeholders.

6.3 Other Transportation Modes**Airport:**

There is one airport located in Lapeer County. The Dupont Lapeer Airport is in Mayfield Township and has more than one runway. The longest runway is 3,605 feet and paved. There are no scheduled commercial flights at the airport.

Railroads:

The Canadian National Railway (CN) is the largest railroad operation in Lapeer County. The CN line connects Halifax, Montreal, Toronto, in Canada with Chicago in the United States at the St. Clair Rail Underground Tunnel between Port Huron and Sarnia. From Chicago, the line services the south and west United States, Mexico, and Western Canada. The rail line runs on an east-west track paralleling I-69 and is responsible for most of the traffic moving into and thorough the County. This line interacts with short line/regional railroads that in turn services the various industries within the county. Amtrak trains also utilize this track. In Michigan, Amtrak has increased passenger numbers from 500,195 in 2002 to 592,236 in 2004.

An Amtrak Passenger Station is location in Lapeer and Flint and the Greyhound bus station is located in neighboring Flint, MI.

Transit Systems:

The Greater Lapeer Transportation Authority (GLTA) is the only public transit system serving the City of Lapeer and the Townships of Elba, Lapeer, Oregon, and Mayfield and by statute, to provide service to the entire County. Service is based on demand not scheduled. Currently the GLTA has a total of twenty (20) vehicles with a 17 being lift equipped. The total number of passengers served in the year 2001 was 169,657 and in the year 2002, 174,824.

6.4 Traffic

The need for additional County rights-of-way will occur as areas are developed. Many 66-foot road rights-of-way will not be able to accommodate road widths of greater than 3 lanes. Population increases, expand business opportunities, etc., will all contribute to a future need for larger road rights-of-way.

Average Daily Trips (ADT's) are also a useful tool in a more urban setting to determine congestion, either current or future problems areas. A different signalization allowing for turning lanes, combined curb cuts, posted traffic speeds, and timing of signals can impact peak hour congestion.

6.5 Road Conditions

The County working with the Townships has ranked the conditions of paved roads within the County on the following scale in **Table 6.3**.

Table 6.3 Road Surface Rating

SURFACE RATING	
9 to 10	Excellent
7 to 8	Good
5 to 6	Fair
3 to 4	Poor
1 to 2	Very Poor

Source: Lapeer County Road Commission

Table 6.4 provides a list of the roads ranked Poor or Very Poor within each Township. Utilizing traffic counts in addition to the surface rating can allow the County to prioritize the allocation of funds for needed improvement.

Table 6.4 Pavement Conditions Rating for Roads

ROAD	FROM	TO	RATING	TOWNSHIP
Kings Mill	Five Lakes	Jones	4	Arcadia
Cade	M-90	Brooks	3	Burnside
Barnes Lake	Skelton	M-24	4	Deerfield
Hammond	Elba	Maple Leaf	3	Elba
Lake Nepessing	I-69	Davison	4	Elba
Green Corners	Pratt	Stewart	4	Hadley
Bowers	M-53	Pennell	3	Imlay
Peppermill	City Limits	Morris	3	Lapeer
Metamora	Sutton	Hunters Creek	4	Lapeer
Wilder	Newark	Ramps	4	Lapeer
Wilder	Greenwood	Peppermill	4	Lapeer
Wilder	Peppermill	M-21	4	Lapeer
Wilder	Ramps	Greenwood	4	Lapeer
Hollenbeck	North Lake	Marathon	3	Marathon
Hemingway Lake	Hart Lake	North Lake	4	Marathon
Vernor	Fish Lake	Five Lakes	3	Mayfield
Kings Mill	Fish Lake	Five Lakes	4	Mayfield
Mayfield	Angle	Plum Creek	4	Mayfield
Farnsworth	Bowers	Haines	4	Mayfield
Millville	Plum Creek	Mt. View	4	Mayfield
Millville	Mt. View	McKeen Lake	4	Mayfield
Farnsworth	Vernor	Coulter	4	Mayfield
Mayfield	End	Davis Lake	4	Mayfield
Dryden	M-24	Village Limits	4	Metamora
Metamora	Stock	Sutton	4	Metamora
McTaggart	Dodds	Barnes	2	Rich
Silverwood	Clifford	Elm Street	2	Rich
Barnes	McTaggart	Heatly	3	Rich
Barnes	Heatly	Heater	3	Rich
Barnes	Heater	Silverwood	3	Rich
Mowatt	Dwyer	Barnes	3	Rich

Source: Lapeer County Transportation Needs Study, Corradino Group of Michigan, June 2006

6.6 Future Plan

The County has provided special programs to increase participation by the Townships by sharing costs 50/50 for much needed road improvements in the year 2003. The breakdown of proposed projects for each Township is included as Appendix 1, Proposed Road Projects.

The joint funding projects consist of a gravel subsidy, ditching program, brush control and mowing, a skip patch/resurfacing projects, bridge/culvert replacement, and design services. Such programs require a signed contract between the County and the Township requesting the work, allocation of costs between the County and Township, and a timetable of where and when work is to be done. The County supplies the staff for the projects.

Joint cooperation allows the Townships to proceed as funds are budgeted. Such a policy encourages long-term and advanced planning to improve the quality and conditions of local roads.

6.7 Michigan Department of Transportation Activities

The Michigan Department of Transportation (MDOT) has scheduled the following for the 2006-2008 construction seasons. M-24, from Pratt Road, north to I-69 will be reconstructed as a 4-lane boulevard along the section between the expressway and Pratt Road. M-24, from Pratt Road, south to the county line is not currently scheduled with MDOT.

Traffic counts to and from the County will increase due to improved access. Development is attracted by the relatively high traffic volumes, as sites are improved or constructed it in turn generates additional traffic that attracts more development. Unless carefully planned and managed such a corridor can become over developed, congested, and often unattractive.

6.8 Natural Beauty Roads

Natural Beauty Roads have several criteria for designation. The basis for such a designation is the character, length, roadside development, function, and speed of the road. Scenic roads through rolling farmlands contribute to the area's rural character. Currently, Lapeer County has three roads totaling 4.72 miles listed under the Natural Beauty Road classification, as follows:

- Blood Road 1.64 From Metamora Road to Bocker Road
- Oak Grove Road 0.5 From West off of Fish Lake Road
- Bocker and Casey R 1.55 From Barber Road to Thornville Road
- Sandhill from Hough to Bordman

6.9 Tree Removal Policy

It is recommended that all local jurisdictions coordinate with the County in the planning and adoption of specific streetscape standards where trees or improvements are intended to be located within a County right-of-way. The County Highway Engineer must approve all planting and improvements within the road right-of-ways.

6.10 Access Management and Right-of-Way Needs

The lack of coordinated land use and transportation planning is evident in the emergence of strip commercial development throughout the County. Many of these strip commercial uses lack defined driveways. Others have an unnecessary number of driveways. While the problems may not be apparent today, as development continues the problems will become more noticeable. Addressing the problems during corridor development will be much easier and less expensive than widening and right-of-way acquisition in 10 to 25 years.

Although not a problem today, the need for additional right-of-way along county primaries will likely occur as the area develops. This is especially true for roadways south of I-69, as the current 66-foot rights-of-way may not be able to adequately accommodate needed facilities. Local land use plans should take into account the need for additional rights-of-way that can handle projected traffic volumes, as well as sidewalks, street lights, landscape buffers, signage, and other improvements, before a corridor becomes developed.

Local units of government and the County should work together in establishing and enforcing standards for site ingress and egress. An over abundance of curb cuts impede the flow of traffic and can create unsafe driving conditions.

Standards should be uniform throughout the County for the location, width, and the number of driveways allowed on a parcel, and the requirement of deceleration and acceleration lanes to assist in managing traffic on major roadways. Such standards would provide a basis for the local jurisdiction to regulate development and inform the developer as to what is expected prior to review and adoption of a site plan.

There is further discussion of Transportation Planning, Corridor Planning, and Access Management in **Chapter 10**, Future Land Use.

7.1 Existing Land Use

As would be expected from the demographic changes that have occurred in Lapeer County over the past decade, the existing land use patterns reflect a rapidly growing residential segment accompanied by commercial sector development. The existing County land use pattern has been determined by a number of factors including:

- **Road Improvements**
Both the County and State have made substantial improvements to the road network and several new projects are planned for the upcoming decade. The Road Commission's 10-Year Plan calls for 157 miles of surface improvements at a cost of roughly \$17.5 million.
- **Agricultural Conversions**
Agriculture has long been important in Lapeer County, but its dominance as a land use is waning, especially in the southern half of the county. Townships are increasingly focused on providing services for new residents and resolving conflicts between agricultural uses (such as cropland, pasture, and stables) and other types of development.
- **Natural Features.**
Topography, wetlands, and poor soil have influenced the location for various types of development. Poor soil and drainage conditions in much of the County have helped preserve the rural character.
- **Availability of Utilities.** This has become an important variable in land use decisions this century. Most moderate to intense development is concentrated in the two cities and seven villages where water and/or sanitary sewer service is available.
- **Lake and River Front Areas**
County roads and highways allow water front residents to commute to employment centers both in and outside the County.
- **The Regional Economy and Housing**
An extensive transportation network, the growth of commercial and other employment sectors in surrounding areas, have contributed to the development of Lapeer County as a "bedroom community", as evidenced by the

large increase in residential re-zonings since 1992. There was an increase of 7,418 housing units between 1992 and 2002, from 26,445 to 33,863, and an increase of 6,070 households in that time period.

- **Unregulated Land Uses**

Until fairly recently, unregulated development resulted in a number of conflicting uses such as salvage yards and industrial sites located in agricultural or residential areas. Most of the local jurisdictions are attempting to implement greater control over land use with updated master plans and zoning ordinances.

- **Relatively Low Land Costs and Taxes**

Land in Lapeer County is priced below counties to the south and west and taxes are lower.

A depiction of existing land uses in Lapeer County in 2000 is shown on the **Map 5 - Existing Land Use Map**. This map was developed based on existing land use inventories in township master plans, aerial photography, and limited field survey, and natural features data from the Michigan Department of Natural Resources. **Table 7.1** indicates the acreage and percentage of basic land use categories.

Table 7.1 Existing Land Use

Land Use Type	Acres	Percentage of Total
Agricultural	225,280	53.0%
Vacant	66,560	16.0%
Low-density Residential - units / acre	28,800	7.0%
Medium-density Residential – units / acre	3,200	0.7%
Central Business District	5,960	1.0%
Corridor Commercial	485	0.1%
Industrial	1,750	0.4%
Forest	76,160	18.0%
Wetlands *	14,080	3.0%
Lakes and Streams	5,760	1.0%
Total	428,035	100.2

* Includes only larger wetland areas indicated on the MDNR maps

The predominant land use designation in Lapeer County is agricultural. Agricultural use is identified for approximately 225,280 acres out of the total land area of 418,560 acres, or 53 percent. Active farmland included in the U.S. Census of Agriculture totals 189,264 acres, or 45 percent. The agricultural lands include large areas designated as prime farmlands by the U.S. Department of Agriculture, although those areas have decreased substantially over the past decade.

The importance of agricultural lands to the County is evidenced by the high percentage of land enrolled in the Farmland Development Rights Agreement (PA 116) tax abatement program. In 2000, approximately 68,400 acres (about 12 percent of the total area) were enrolled in this program.

The categories used on the existing land use map are listed and described below. Generally the map categories were derived from the categories of individual township master plans, since individual master plans do not use a common classification system. The classifications of the County plan are fairly broad in an attempt to incorporate as much of the typical township system as possible.

7.2 Land Use Classifications

Agriculture/Vacant Land

Includes lands that are actively farmed in crops, livestock production, and graze land. Along with vacant land, agriculture is the most predominate land use in the County. Extractive uses such as sand and gravel operations are also in this category.

Forested Land

Includes wooded areas that follow river and stream corridors and wooded lands in low-lying poorly drained areas. Also included are wood lots that have not been cleared for agricultural use.

Rural Residential

Includes large lot splits, generally over 5 acres, and single-family homes located in rural settings throughout the County.

Low-Density Residential

Single-family dwellings on lots less than 5 acres, primarily in platted subdivisions, and isolated duplexes are the major use in this category.

Medium Family Residential

Concentrated duplexes and attached single-family homes (condominiums) are classified as medium density residential. Medium density housing units provide an alternative form of housing as opposed to multiple family housing complexes and the detached single-family home.

City or Village

The two cities and seven villages in Lapeer County include a traditional downtown surrounded by single-family homes. Multiple-family developments are also included under this category. The City of Lapeer and Imlay City both contain industrial parks. Industrial uses also occur on the fringes of several villages including Metamora, Dryden, Almont, and North Branch. Industrial uses may also include existing or former extraction operations.

Commercial

Typically includes general commercial, retail, and service establishment uses. Outside of the cities and villages, the majority of commercial uses are found along M-24, M-53, and Lake Pleasant Road. They are also scattered along Bowers Road, Imlay City Road, and Elba Road.

Industrial

Most of the industrial uses in Lapeer County occur in the cities and villages where utilities are available. Scattered industrial sites can also be found throughout the County, such as a chemical plant on the western edge of Marathon Township, a salvage yard in Rich Township, and trucking and peat moss industries in Imlay Township.

Public Quasi-Public

Generally includes publicly owned land such as parks and game areas. Specific other uses included are the Seven Ponds Nature Center in Dryden Township, several large organizational camps, and recreation areas.

Insert Map 5 – EXISTING LAND USE

8.1 COMMUNITY FACILITIES

The community facilities and the services they provide help to define the quality of life in Lapeer County. These facilities relate to the economy, health care, education, and recreation of the residents and visitors of the area.

The facilities available in Lapeer County are, in many ways, typical of Counties experiencing the same growth pressure from neighboring industrial centers. As in many Counties of similar size and financial structure, many public responsibilities such as health and safety services are shared between the County communities.

Increasing population and changing social patterns are placing additional burdens on a community facility system designed for a slow growing, rural county. In many cases, funding levels have not kept pace with increasing demands. The court system caseload continues to increase. Funding to improve roadways has not kept pace with increasing traffic volumes and roadway deterioration. The County Drain Commissioner's funding is insufficient to fully address the demands development is placing on the drainage system.

The most significant community facility improvement projects in the County have involved sanitary sewers. The lack of sanitary sewers has had a positive or negative impact, depending upon one's attitude toward development.

Based on recent surveys conducted by several townships in the County, many residents expect more cost effective facilities and services with minimal tax increases. In the future, individual communities should give stronger consideration to joint services to keep administrative and capital costs to a minimum. In addition, the various communities and agencies in the County should consider the process for a Capital Improvements Program presented in this Plan for providing facilities and services.

The following section includes a brief overview of the Community Facilities serving the residents of Lapeer County.

8.2 Major Governmental Centers

The Lapeer County Complex located in the City of Lapeer includes the District, Probate, and Circuit Courts. Each township, city, and village within Lapeer County has its own governmental center. The Lapeer County Cooperative Extension Office and the U.S. Soil Conservation Service both have offices located in Mayfield Township.

8.3 Other Public Facilities

Some of the more significant community facilities that could be influenced by development patterns in the future are listed below. The descriptions are based on information available in 2000.

1. **Health Care Facilities**

Lapeer Regional Hospital provides acute care and extended care services. The Hospital is located in Lapeer, MI at 1375 Main Street, and can be contacted by telephone at 810-667-5500. In 2002, the hospital was licensed for 222 beds. The Lapeer Regional Hospital is part of the McLaren Health System, which also has hospitals in Flint, Lansing, and Bay City. The McLaren Health system has approximately 1700 physicians and 13,000 staff workers. Additionally, there are a number of convenient hospitals in Flint, Rochester Hills, Pontiac, and Port Huron. The Lapeer County Medical Health Facility is located at 1455 Suncrest Drive in Lapeer. In 2001, the Facility housed 202 beds.

2. **The Lapeer County Community Mental Health Services (CMH)**

The CMH provides a wide range of professional mental health and related services for all residents of Lapeer County, as well as for institutions and agencies serving Lapeer County communities. Emergency and short-term counseling services are also offered. The CMH main office is located at 1570 Suncrest Drive in Lapeer.

3. **Ambulance Substations**

Ambulance Substations are found in four locations in Lapeer County; two in Lapeer, and one each in the Village of North Branch and Imlay City.

4. **County Sheriff Department**

The County Sheriff Department has its main office in the City of Lapeer, which includes the County Jail. In addition to their overall service, the Sheriff's Department contracts additional services with several communities. The Sheriff Department is located at 3231 John Conley Dr in Lapeer. The Michigan State Police also provide service throughout the County and have a post located in the City of Lapeer.

Several communities operate Separate Police Departments. Some of these departments serve just the municipality including the City of Lapeer, Lapeer Township, Imlay City,

and the Villages of Almont and Otter Lake. Police departments in Metamora and Dryden serve both the Village and surrounding township.

5. **Thumb Correctional Facility**

The Thumb Correctional Facility is a medium security prison operated by the Michigan Department of Corrections. It is located in the City of Lapeer at 3225 John Conley Drive.

6. **Fire Departments**

There are a total of eight fire departments in the County. Fire Stations are found in all of the cities and townships except Rich, Oregon, and Burnside Townships. Most of the stations serve an entire township. The city and village fire departments typically serve the surrounding area. Four fire departments located outside the County serve parts of Lapeer County. The departments also provide mutual aid to assist adjacent departments.

7. **Lapeer County Road Commission**

Lapeer County Road Commission has its main office on Davis Lake Road in Mayfield Township. The Road Commission also has facilities in Imlay and North Branch Townships.

Insert Map 6 – Community Facilities

8.4 Education and Cultural Facilities**1. Museums**

Museums in the County include: the Imlay City Historical Museum, the Orr's Museum in North Branch, the new Lapeer Historical Society museum, and the Columbiaville Historical Museum.

2. Libraries

Libraries are found throughout the County. There are 5 independent public library systems in Lapeer County. They include the Almont District Library, the Dryden Township Library, The Ruth Hughes Memorial District Library with branches in Imlay City and Attica Township, the North Branch Township Library and the Lapeer District Library (LDL). The Lapeer District Library Office and Marguerite DeAngeli Branch Library are located in the City of Lapeer. The LDL system includes branch libraries in the Villages of Clifford, Columbiaville, Otter Lake, Metamora, and Elba, Goodland, Lapeer, and Hadley Townships.

3. Public School Districts

Public School Districts in Lapeer County include: Lapeer Intermediate School District, Lapeer Community Schools, Almont Community Schools, Dryden Community Schools, Imlay Community Schools, and North Branch Area Schools. In addition to these districts the Lakeville School serves the communities of Columbiaville and Otter Lake. The Genesee Intermediate School District provides support services to Lakeville. Brown City and Mayville Community Schools and also serve adjacent County areas.

4. The Lapeer County Education and Technology Center

The Lapeer County Education and Technology Center is operated by the Intermediate School District and located at 690 N. Lake Pleasant Rd in Attica Township.

5. Private Schools

Private Schools in Lapeer County include The St. Paul Lutheran Church and School, The Chatfield School (Charter) in Lapeer, Bishop Kelley Catholic School, Imlay City Christian School, and Wesleyan Academy in North Branch.

6. Higher Education

Higher Education in Lapeer County includes Davenport University and Mott Community College satellite in Lapeer.

Additionally, within a 50 miles radius of Lapeer County are the following schools:

- a) Mott Community College, Flint,
- b) University of Michigan-Flint, Flint,
- c) Baker College, Flint,
- d) Oakland Community College, Bloomfield Hills,
- e) Oakland University, Rochester, and
- g) St. Clair County Community College, Port Huron.

8.5 Major Recreation Facilities

The Lapeer County Recreation Master Plan, 1999 - 2003 was prepared for the Lapeer County Department of Parks and Recreation. This plan inventories existing recreation facilities and compares them with the present and future recreation needs of the County as documented in a variety of demographic statistics. The plan, per Michigan Department of Natural Resources requirements, should be revised at least every five years to remain eligible for state funding programs.

Natural resources and land uses throughout the County were inventoried to determine suitable locations for recreation facilities. Conclusions of this study include an inventory of recreation facilities as compared to nationally recognized park and recreation standards, long-range goals, and an action plan for implementation.

Several of Lapeer County's recreation facilities are described below. For a detailed inventory of all the recreational opportunities in Lapeer County, refer to the Parks and Recreation Plan.

1. **General Squier Park**

An 80-acre state and national historic site located in Dryden Township. The park was donated to Lapeer County in 1936 by voter referendum. Activities include: two (2) activity buildings, with restrooms and kitchen facilities, fishing, a softball diamond, play equipment, self-guided nature trails, pavilions; and a major winter use area with sledding, ice skating, cross country skiing, and bobsled rides.

2. **The Polly Ann Trail**

A 20-mile trail purchased and owned by the State of Michigan. The trail is used regularly by hikers, bikers, and horseback riders, as well as a cross county skiers. There is the potential to link with the City of Lapeer utilizing the old rail line.

3. **Torzewski County Park**
Defined as a regional facility, of 65 acres, located five (5) miles west of Lapeer City on Pero Lake. Activities include: two (2) water slides, play pool, boat rentals, concession, softball diamond, pavilions, self-guided nature trails, court games, and a winter use area with sledding, ice fishing, and cross country skiing. As funds become available, the Park continues to expand on its water facilities.
4. **Metamora Hadley Recreation Area**
Includes 683 acres in Hadley Township. Facilities include two (2) campgrounds, trails, picnic area, swimming beach, canoe and rowboat rental, modern restrooms, and concession building.
5. **Ortonville Recreation Area**
Located in both Lapeer (Hadley Township) and Oakland Counties, containing 5,007 acres of land (3,000 of which are in Lapeer County). Recreational opportunities and facilities include boat launching, swimming, fishing, camping, picnic areas, restrooms with showers, and playground equipment.
6. **The Seven Ponds Nature Center**
Located in Dryden Township, southwest of the Village of Dryden, and maintained by the Michigan Audubon Society. The facility is open year round. This 313-acre nature center includes six lakes, nature trails, re-introduced prairie land; and a building containing a library, bookstore, and exhibit rooms.
7. **Jonathan Woods**
A 144-acre preserve in Dryden Township owned and operated by the Nature Conservancy.
8. **The Lapeer State Game Area**
Primarily a wildlife area that is located in Mayfield Township on 13,209 acres of land. The area provides public access and fishing on all lakes except in the 400 acres of the Canadian Goose Refuge. Also, there are 40 miles of trails for use by horseback riders or snowmobilers. There are no facilities at this recreation area.
9. **The Holloway Reservoir Regional Park**
Includes almost 3,500 acres in both Lapeer and Genesee Counties. The park includes picnic areas, boating,

swimming, baseball diamonds, cross-country skiing, and passive recreational uses.

10. **Municipal Parks**

Located generally in most of the cities and villages in the County.

11. **Eastern Michigan Fairgrounds**

The fairground was first used as a picnic area for local families to gather on Sunday afternoons in 1894. The first fair was held on site in October of 1896 and is currently in its 107 year of operation. Events range from Eastern Michigan Fair to Mexican Rodeo, Demolition Derby, and antique tractor shows. The site contains approximately 40 acres and is a major family entertainment draw for the County.

12. **Private Clubs**

Found throughout the County such as the Bar A Scout Ranch in Metamora Township, The Hunters Creek (shooting) Club, the Lapeer County Sportsman's Club, and the Metamora Hunt Club (fox hunting).

8.6 Waste Management Facilities

The Lapeer County Waste Management Plan was updated in 1999. As of September 1998, the County will rely on 100 percent exportation to surrounding Counties for waste disposal. Two transfer stations are awaiting approval. The only disposal facility to be maintained within the boundaries of the County is the recycling drop-off program sponsored by the Environmental/Recycling office for disposal of residential recyclable waste.

County residents currently rely on private vendors to dispose of their waste. Some haulers do offer curbside recycling. The Cities of Lapeer and Imlay, and the Villages of Columbiaville, Otter Lake, and North Branch have contracted with private haulers to meet the needs of their respective residents.

The County Solid Waste Management Plan provides some long-range considerations and options:

1. Lack of an in-county landfill will increase disposal costs and increase road deterioration,
2. Public information and education,

3. Waste reduction and resource recovery - the County's low density development pattern makes it expensive to initiate curb side recycling,
4. A conveniently located depository for brush, leaves, construction materials, etc. (termed Type III solid waste), and
5. Recycling incentives for the private sector.

8.7 Utilities

Sewage generated by new development and year round use of former seasonal lake front homes has created health and environmental problems in several locations. The lack of sanitary sewers has kept development outside of cities and villages relatively low in density. Lack of public sewers has made it difficult for the townships to attract quality industry. Most of the township master plans recommend public sewers only where needed to address a health hazard. In response, various communities, the Drain Commissioner, the Board of Public Works, and developers have constructed or initiated studies to add sanitary sewer service in several areas.

Several communities in Lapeer County provide their own water and sanitary sewer services. These community services and expansion plans are described below.

1. Village of Almont, water and sanitary sewer system.
2. Village of Clifford, water and sanitary sewer system.
3. Village of Dryden, water and sanitary sewer system.
4. Lake Nepessing Sanitary Sewer System.
5. Imlay City, water and sanitary sewer service. The City has plans to expand the wastewater treatment plant.
6. City of Lapeer, water and sanitary sewer service.
7. Village of North Branch, water and sanitary sewer service.
8. Village of Metamora, water and sanitary sewer system.

9. Village of Columbiaville, water and sanitary sewer service.

8.8 Stormwater

Soil and Sedimentation Control Permits (PA 347 of 1972, as amended) are issued under the authority of the Lapeer County Planning Commission. The purpose of this Act is to control the amount of soil that is eroded by wind and rain during construction or other earth moving activities. If left unabated, this erosion can cause serious non-point source pollution problems to both the County's storm water retention system and the area's surface water resources.

9.1 County Goals and Objectives

Based on an analysis of the information gathered, visioning sessions, agency meetings, and workshops regarding existing conditions the following goals and objectives were drafted.

Goals are general in nature and are a statement of ideals towards which the County wishes to strive. Goals express a consensus of direction from government, public and private agencies, groups, and individuals.

Objectives are more specific and are intended to present the means necessary to attain the stated goals. The rules, laws, ordinances, administrative regulations, and practices that are adopted and enforced implement objectives.

Goal: Cooperation Between Local Communities And Agencies

Lapeer County seeks to improve communication and a sharing of data and information with all local levels of government and agencies that service the needs of the County residents.

Objectives:

1. Take a leadership role in providing local communities with the data and techniques needed to properly deal with land use and development issues.
2. Encourage all local communities to prepare or update Master Plans, Comprehensive Development Plans, or Land Use Plans that coordinate with surrounding communities and follow the overall countywide planning goals.
3. Establish a GIS database of key information for land use planning purposes.
4. Take a role in assisting local governments in issues that cross community borders, i.e. corridor planning, state sponsored programs, road improvements, bike paths, and park improvements.
5. Organize an annual County visioning session with department heads to discuss departmental priorities, wants and needs, service improvements, and funding.

6. Have County agencies – Road Commission, Drain Commissioner, Planning Department, Health Department - meet with local Planning Commission boards to explain the scope and limits of their functions, their procedures, and policies within the County.
7. Encourage and promote the use of Lapeer County General Development Plan.

Goal: Farmland Preservation

Lapeer County seeks to retain its farmlands and related industries as a viable and economic land use to further enhance the rural characteristics of the County.

Objectives:

1. Continue to play a leadership role on techniques and tools to effectively deal with agricultural preservation.
2. Encourage the adoption of zoning standards that allow for related agricultural support services.
3. Promote the use of PA 116 that designates farmland areas for preservation and the Purchase of Development Rights (PDR) program.
4. Educate and assist in creating Transfer of Development Rights (TDR).
5. Encourage the concentration of residential development density and commercial uses in closer proximity to population centers to preserve rural character and protect agricultural areas.

Goal: Economic Development

Lapeer County should promote the growth and expansion of a diversified commercial and industrial base in appropriate locations to meet the needs of the municipalities and townships.

Objectives:

1. Industrial Parks
 - a) Identify locations along major truck routes to ensure adequate access to good roads and the availability of services without negatively impact adjacent land uses, community character or the environment; and
 - b) Encourage the implementation of Ordinances that buffer proposed sites from neighboring lots and allows for transitional uses to minimize impact on residential developments.
2. Commercial uses
 - a) Seek to promote the concentration of commercial uses in appropriate locations to meet the needs of area residents; and
 - b) Take the lead in corridor planning and recognize that regional commercial needs often cross local boundaries and should be placed appropriately to service all area residents.

Goal: Open Space and Natural Features Protection

Lapeer County promotes the preservation of open space, the protection of its natural features, and improvement of the physical environment for the health, safety, and welfare of all the residents.

Objectives:

1. Identify environmentally sensitive areas and help ensure their protection by compliance with State and Federal environmental regulations.
2. Encourage and promote the formation of open space and woodlands ordinances within the communities of the County.
3. Encourage and promote the roadside vistas while ensuring the safety and maintainability of roads under County jurisdiction.

4. Educate the County units of government on storm water management.
5. Lessen reliance on landfills for solid waste disposal.
6. Move toward the adoption of model floodplain regulations.

Goal: Transportation Needs

Lapeer County recognizes the need for a viable transportation system to move people, and to provide goods and services, to its residents.

Objectives:

1. Ensure that maintenance and improvement of County roads, bridges, and railroad crossings receive high priority and seek to expand road rights-of-way on primary roads for future expansion.
2. Encourage communities and townships to employ street networks, consolidating access, parallel roads, etc. in their planning processes to limit curb cuts along primary roads.
3. Promote all alternative methods of transportation.
4. Encourage all local communities and townships to require traffic studies for major developments on primary roads to gauge their impact on the surrounding road network.
5. Establish well define truck routes to enable communities to make better choices in their locations of land uses.

Goal: Recreational Uses

Lapeer County recognizes that quality of life will be enhanced for its residents by utilizing and preserving natural features for recreational uses.

Objectives:

1. Encourage all communities and townships to protect parklands by the use of low impact facilities. Regardless, there needs to be a balance with active recreational facilities, i.e. tennis courts, ball fields, etc.

2. Encourage all communities and townships to provide, if possible, local vest parks and open areas within developments for the use and enjoyment of the residents of that neighborhood.
3. Work with the communities and townships to encourage an interconnecting non-motorized bike path or trail system for County residents.
4. Create a Long Term Recreational Plan.
5. Promote community parks and recreation facilities to enhance community attractiveness, provide knowledge of healthy recreation activities, and encourage citizen use.

Goal: Efficient Government Service

Lapeer County seeks to offer quality services to the public through cost effective policies and exploration of revenue sources.

Objectives:

1. Investigate new funding sources, including grants, and utilize corporate sponsorship of projects, if possible.
2. Join with other governmental agencies to cooperate on various programs, minimizing duplication of effort where possible.
3. Supply training to employees on current County computer programs to ensure efficiency and a knowledgeable work staff.
4. Implement a policy that allows for credit card payment with the appropriate fees added to accommodate utilizing the service.
5. Review fees annually to ensure that the service provided to the public is in line with the costs of providing that service.
6. Prioritize County resources and delivery of services to Communities with Smart Growth Policies.
7. Eliminate the duplicate of services where applicable.

9.2 Township and Municipal Planning Goals

The diversity of land use practices in Lapeer County poses challenges for regional planning. While recognizing that each locality may wish to maintain its unique identity and traditions, an inconsistent approach to managing growth can be problematic for service providers, including County departments. A Summary of Local Planning Goals appears in **Table 9.1**. There are a number of objectives that the localities and the County have in common, which should be focused on with County-wide policy initiatives that are reflected in local land use regulations and zoning.

Common Goals:

- Encourage the long-term survival of farming as a viable and economical land use.
- Preserve natural features, open space, and unique characteristics.
- Encourage a variety of housing opportunities.
- Manage and direct locations for appropriate types of commercial and industrial growth.
- Carefully plan the extension of public services to be both cost effective and efficient.
- Maintain a network of safe roads.
- Provide adequate recreational facilities that have a low impact on natural areas.

For example, preservation of prime farmland is a widely accepted goal. Many properties in Lapeer County are currently enrolled in the PA 116 program. However, there are no actual local or county regulations in place that will protect these lands once the PA 116 terms expire. The County should promote the PDR program (the County was one of the first in the State of Michigan to adopt and utilize the program) and the Transfer of Development Rights (TDR) programs by providing education and direction to the communities of Lapeer County.

Local land use regulations and forthcoming decisions need to define an implementation strategy for accomplishing the goals of both the County and township master plans. For example, where land is included in the Agricultural and Natural Features Preservation Zone, conversion into other uses should not be approved at the local level. A number of planning and regulatory tools and techniques pertaining to preservation of farmland and open space are included in **Chapter 12**.

9.3 Smart Growth Principles

The most advanced, cutting-edge planning efforts found throughout the Country are utilizing the concept known as “Smart Growth.” The general principles of Smart Growth, as defined by the Environmental Protection Agency are as follows:

1. Mix land uses.
2. Encourage compact building design.
3. Create a range of housing opportunities and choices.
4. Create walkable neighborhoods.
5. Foster distinctive, attractive communities with a strong sense of place (i.e., identity).
6. Preserve open space, farmland, natural beauty, and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide a variety of transportation choices.
9. Make development decisions predictable, fair, and cost-effective.
10. Encourage community and stakeholder collaboration in development decisions.

The stated goals of the County Collaborative Planning Commission and the common goals of the local jurisdictions in Lapeer County are generally consistent with the principles of Smart Growth. However, day-to-day procedures and commonly accepted land use practices are what determine the effectiveness of these goals. The federal government has created a number of incentives for communities to participate in Smart Growth planning, including awards, grants, funding, tax breaks, and other incentives.

Many of the County’s stated objectives would qualify as Smart Growth policy initiatives. The bigger task is to define actual implementation strategies and enforceable regulations that help achieve these stated objectives. Recommendations for developing appropriate policies and land use regulations are discussed in **Chapter 11, Future Land Use**.

For more information about Smart Growth initiatives, refer to the EPA website: www.epa.gov/smartgrowth.

**Table 9.1: LAPEER COUNTY TOWNSHIPS, VILAGES
GOALS AND OBJECTIVES**

ALMONT TOWNSHIP - 1999 Master Plan
<ol style="list-style-type: none"> 1. Encourage the development of an attractive, balanced community in which to live, work, shop, and recreate. 2. Protect and preserve environmentally sensitive areas to enhance character, appearance and quality of life. 3. Encourage development of a variety of housing options. 4. Minimize the premature conversion of productive agricultural lands to suburban areas. 5. Accommodate potential commercial needs in Twp and surrounding area. 6. Allow for the development of a clean, high quality industrial base. 7. Provide adequate recreational facilities 8. Plan a network of safe roads 9. Carefully plan the extension of public services both cost effectively and efficiently.
ARCADIA - 1999 Master Plan
<ol style="list-style-type: none"> 1. Control anticipated growth. 2. Establish an orderly growth pattern to maintain rural character. 3. Provide an environment free of pollution and blight. 4. Preserve unique natural features. 5. Allow only low impact recreational facilities in natural areas. 6. Encourage the preservation of agricultural land. 7. Designate appropriate areas for residential development so that community services can be efficiently supplied. 8. Provide appropriate commercial locations. 9. Maintain existing commercial centers. 10. Provide appropriate locations for industrial development.
ATTICA TOWNSHIP - 2004 Master Plan
<ol style="list-style-type: none"> 1. Protect and enhance the unique community character of the Township. 2. Promote stable and economically viable agricultural operations within appropriate areas. 3. New residential development should provide a variety of housing opportunities. 4. Provide commercial retail and service facilities to meet the present and future needs of residents. 5. Provide for a limited range of light industrial use in appropriate areas. 6. Provide adequate public services to accommodate the existing and future population of the Township. 7. Provide a transportation network that facilitates the safe and efficient movement of people and goods.
BURNSIDE – 1991 Master Plan
<ol style="list-style-type: none"> 1. Provide Land Use plan that is flexible, reasonable and adequate to meet needs. 2. Preservation of agricultural industry 3. Provide appropriately balanced pattern of both residential and non-residential uses while preserving rural character. 4. Preservation of the natural environment. 5. Encourage adequate housing. 6. Provide opportunities for limited commercial, industrial, and other non-residential uses. 7. Provide public service and facilities in the most efficient manner to meet current & future needs. 8. Guide all physical growth or development to ensure a pleasant, attractive community in which to live, work, and play.
DEERFIELD – 2002 Master Plan
<ol style="list-style-type: none"> 1. Create a plan to encourage an attractive community. Land use should be consistent with long-range development plans. 2. Protect the agricultural areas.

<ol style="list-style-type: none"> 3. Provide a sufficient amount of decent, safe, and sanitary housing in various price ranges. 4. Provide a reasonable range of goods and services at appropriate locations. 5. Provide a realistic tax base and employment opportunities. 6. Assure that adequate and convenient community facilities are provided to meet needs.
DRYDEN – 2003 Master Plan
<ol style="list-style-type: none"> 1. Maintain rural characteristics while encouraging properly planned economic development. 2. Provide all residents with opportunities for quality housing. 3. Provide limited areas properly planned, environmentally responsible growth and development of local service industries. 4. Provide police, fire protection, and emergency medical services that meet current and future needs. 5. Maintain a large quantity of open space to preserve current character. 6. Provide protection of natural and scenic resources and natural features. 7. Maintain agricultural land uses. 8. Provide all land use with adequate access to the road system. 9. Provide public utilities that support long-range land use plan.
ELBA TOWNSHIP - 2002 Master Plan
<ol style="list-style-type: none"> 1. Preserve the rural character, including its natural features, scenic vistas, agricultural heritage and quietude, where desirable. 2. Preserve lands suitable for agricultural uses and manage growth 3. Strengthen the stability of existing residential areas; accommodate a variety of housing opportunities. 4. Provide for the basic service and shopping needs of residents. 5. Provide for limited light industrial development in areas easily accessible by major transportation facilities. 6. Provide for adequate infrastructure that will ensure balanced orderly growth. 7. Plan for and develop active and passive outdoor recreation facilities. 8. Conserve the natural resources and environmental assets. 9. Ensure an optional level of public safety. 10. Eliminate hazardous and unsightly conditions. 11. Investigate the implication of Charter Township status. 12. Cooperate with surrounding governmental units regarding land use, economic development, and other issues.
GOODLAND – 1997 Master Plan
<ol style="list-style-type: none"> 1. Direct & regulate development to minimize negative impact on sensitive environmental features. 2. Promote a balanced land use pattern that is consistent with the rural character. 3. Provide a variety of housing opportunities B preserve rural character. 4. Provide an efficient, safe, well maintained and cost effective transportation system. 5. Maintain a high quality of life through cost effective public facilities.
HADLEY TOWNSHIP - 2004 Master Plan
<ol style="list-style-type: none"> 1. Maintain and enhance small town atmosphere, rural residential and agricultural characteristics. 2. Maintain the existing large lot single-family residential development. 3. Maintain planned areas for commercial and industrial uses and provide additional development in appropriate areas. 4. Maintain and improve the system of roads. 5. Provide public services consistent with needs and in a fiscally responsible manner.
IMLAY TOWNSHIP - 2002 Master Plan
<ol style="list-style-type: none"> 1. Maintain and promote rural and agricultural character. 2. Protect and enhance the natural features as the community continues to grow and develop. 3. Promote and maintain appropriate infrastructure in a manner that is sensitive to the environment. 4. Provide a variety of housing opportunities to meet the needs of the residents while maintaining rural character. 5. Maintain and attract commercial operations without detracting from the rural character. 6. Maintain and attract industrial development that will not detract from the rural character. 7. Provide adequate public services and community facilities. 8. Provide a variety of recreational opportunities.

CITY OF LAPEER – 2003 Master Plan Goals and Objectives

1. Provide effective and efficient public safety services
2. Assure effective communications between Public Safety Dept. and citizens
3. Provide adequate sewer and water service.
4. Assure safe and efficient movement of people and vehicles.
5. Enhance parks and recreation facilities.
6. Create a distinctive community through land use planning and development
7. Preserve and enhance unique character.
8. Optimize budget planning process.
9. Assure quality services to the public.

LAPEER TOWNSHIP – 1994 Master Plan

1. Encourage the development of an attractive, balanced community.
2. Integrate unique features into the development process.
3. Encourage the long-term survival of farming as a viable and economical land use.
4. Encourage the development of sound, high-quality housing.
5. Provide locations to accommodate anticipated retail and service needs.
6. Encourage a limited amount of industrial development.
7. Utilize and preserve natural features for recreation and open space purposes.
8. Carefully extend public service to correspond to increased development.
9. Will plan a network of safe roads.

MARATHON TOWNSHIP – 1995 Master Plan

1. Maintain rural and agricultural characteristics.
2. Provide a range of quality housing types.
3. Provide for responsible growth and development of local services.
4. Provide police, fire protection, and emergency medical services that meet needs.
5. Maintain a large quantity of open space to preserve character.
6. Establish flood plain protection.
7. Encourage the preservation of large agricultural tracts of land.
8. Provide all land uses with adequate access to road system.
9. Provide public utilities that support the long-range Land Use Plan.

MAYFIELD TOWNSHIP – 2005 Master Plan

1. Encourage a desirable community in which to live, work, and shop.
2. Preserve rural areas, forest, and open space areas.
3. Provide for adequate residential land uses.
4. Provide attractive opportunities for businesses at appropriate locations.
5. Provide an adequate tax base and employment opportunities.
6. Assure that adequate community facilities are provided to meet needs.

METAMORA TOWNSHIP – 1996 Master Plan

1. Protect and enhance the unique character of the community.
2. Protect and enhance environmental assets.
3. Recognize and work to improve environmentally sensitive or damaged areas.
4. New residential development should provide a variety of housing opportunities.
5. New commercial and office development should continue to provide goods and services and promote unique character of community.
6. New office/warehouse and industrial development should occur at appropriate locations.
7. Promote improvements to Lapeer Rd
8. The motorized, non-motorized, and pedestrian component of transportation system should function as an integrated unit.
9. Future public utilities should be provided only to correct pollution problems.
10. Develop a system of open spaces.

NORTH BRANCH – 1993 Master Plan

1. Create a plan to encourage an attractive community in which to live.
2. Preserve the agricultural areas.
3. Pursue and promote residential land uses.
4. Provide opportunities and attractive features for businesses at appropriate locations.
5. Provide a realistic tax base and employment opportunities.
6. Assure adequate and convenient community facilities are provided.

OREGON TOWNSHIP – 1990 Master Plan

1. Land is an extremely important asset and use should be consistent with long range plan.
2. Protect productive agricultural lands from urbanization.
3. Provide adequate recreational land & facilities and preserve environmentally sensitive areas.
4. Provide good quality housing in various price ranges.
5. Provide appropriate locations to service local and general business needs.
6. Carefully regulate industrial development.
7. Assure adequate community facilities are provided to meet current and future needs.

RICH TOWNSHIP – 2001 Master Plan

1. Encourage an attractive community in which to live, work, farm, shop, and enjoy life.
2. Protect the agricultural areas.
3. Provide a sufficient amount of decent, safe, and sanitary housing in various price ranges.
4. Provide a reasonable range of goods and services at appropriate locations.
5. Assure that adequate and convenient community facilities are provided.

10.1 2005 – 2010 Future Land Use Map

Lapeer County's General Development Plan is intended to guide both general policy decisions and services in order to influence more specific land use decisions affecting future development patterns in Lapeer County. The Future Land Use, **Map 7**, reflects similar goals expressed in the 1992 General Development Plan. However, the extent of residential growth the County has experienced is significantly greater than anticipated ten years ago. Residential rezonings and lot divisions have consumed approximately 18,000 acres of agricultural land in the past ten years, at the current rate, about half of the current farmland (roughly 190,000 acres) will be left in 50 years.

Key facets of this update of the General Development Plan (GDP) are the introduction of Preserved and Reserved Open Sectors, Restricted, Controlled and Infill Growth Sectors, and Enterprise Zones, as illustrated on the Future Land Use map. As the name of these districts suggest, they identify areas within the County that are appropriate for development and appropriate for preservation. Defined land uses are more appropriately addressed through local land use regulations.

The Future Land Use Plan is to be utilized as a tool to help shape general development patterns in Lapeer County. The land use categories illustrated on the map are delineated below. These categories are intentionally broad in order to allow local jurisdictions to relate them to their specific zoning designations as appropriate. The map generally reflects the most recent master plans of Lapeer County's townships and municipalities. Similarities and exceptions are presented later in this chapter.



Without some sort of delineation between local jurisdictions, inconsistencies in zoning and other land use regulations and competition for annexations can lead to friction and lack of coordination at both the local and County levels. This element is why Controlled Growth Sectors are important. The boundaries are not set in stone. They can be amended and would only be given legal, enforceable status if incorporated into an Inter-governmental Agreement (IGA) between local jurisdictions. In the case of this General Development Plan, the boundaries illustrated are a recommendation, intending to assist both the localities and the County in planning for future service areas, infrastructure, tax base estimating, etc. When specific planning guidelines are incorporated into an IGA, it is possible for deliberate, controlled planning, and budgeting at both the local and County levels to occur.

10.2 Future Land Use Patterns

Maintaining Rural Character

Of the 426,240 acres that make up Lapeer County, 189,264 acres (roughly 44 percent) were documented as active farmland in the 2002 report of the Census of Agriculture. The 1992 GDP Future Land Use Map showed agricultural uses on over half the county with “Prime Agriculture” occupying about 150,000 acres, or roughly one-third of the land area. The current ten-year trend is a loss of about 1,800 acres per year. At this rate, less than half the existing agricultural land will remain in fifty years (under 100,000 acres).

There are several planning tools that would accommodate development while retaining the rural atmosphere, such as a Cluster/Open Space design and greenbelt planning. The PA 116 program provides a temporary incentive to protect farmland, but does not prevent ultimate conversion into other uses. In 2005, the terms for approximately 3,000 acres of PA 116 land holdings will expire. When the value of selling the land for development exceeds the cost of paying back taxes, many landowners may opt out of the program. Permanent methods of preserving open space include acquisition or creation of a conservation easement to be held by a public agency or non-profit, and purchase (PDR) or transfer of development rights (TDR). As the value for development increases, so do the costs of preserving it as open space.



The 1992 General Development Plan Map indicated limited areas for commercial or industrial uses, mainly along major road corridors or at major intersections, and close to existing cities and villages. Intensive corridor development is not always the best practice. At the local level, communities should consider allowing smaller-scale commercial development in other areas, utilizing the concepts of the Enterprise Zones that is defined under **Land Use Categories** and further discussed in Section 10.3.

Traditional Village Elements

There are eight incorporated areas in the county, including the Villages of Almont, Brown City, Clifford, Columbiaville, Dryden, Metamora, North Branch, and Otter Lake, in addition to the City of Lapeer and Imlay City. Other small, village-like commercial clusters without specific boundaries include Hadley, Elba, Kings Mill, Burnside, Thorneville, Attica, Millville, Lum, and Hunter's Creek. The incorporated villages typically include a small downtown consisting of a cluster of businesses, churches, and

municipal buildings, surrounded by single-family homes on small to moderate sized lots. They generally have their own facilities and services such as fire station, post office, and public utilities (water and sewer). Some of the villages also have parks, cemeteries, a library, small-scale manufacturing or industrial sites, and agricultural uses.

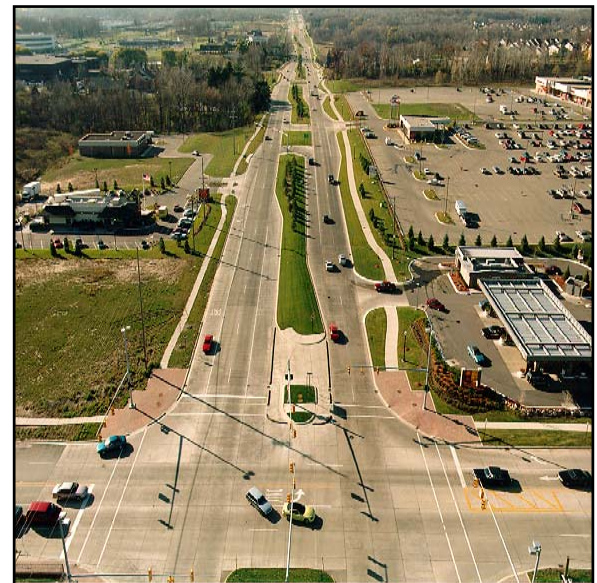
Key facets of “small-town” character include the preservation of a walkable town center characterized by historic and compatible architecture; small-scale buildings (generally two stories or less); unique local establishments; relatively narrow, tree-lined streets with limited signage and extraneous utility items; convenient parking, often located directly behind the core commercial areas; and streetscape items such as decorative light fixtures, benches, fountains, kiosks, planters and flower boxes. The Town Center concept might include a small park setting with a gathering area for festivals and civic activities, in close proximity to a mixture of shops, restaurants, local offices, and supply stores. Other Town Center designs focus on a group of historic civic buildings surrounding a town square, with mixed-use areas fanning out in different directions. Each village in Lapeer County has its own unique character that could be expanded upon to create a central focus for town activities that visitors would also enjoy.



Corridor Planning

In many cases, large-scale corridor development with “big box” commercial sites has essentially displaced the original village center. This pattern of development can be improved with land use regulations that require setbacks, landscape buffers, sidewalks, consolidated access, signage, and architectural treatments that improve the appearance of the typical franchise structure. Many chain establishments are now willing to vary their designs to reflect local standards.

Problems associated with unregulated corridor development include traffic congestion, excessive numbers of driveways that leads to more accidents, an overabundance of signs, and poor pedestrian access. Recent corridor and access management planning has begun to address these issues in Lapeer County.



Transportation Planning, **Section 10.5**, describes how communities can help promote high-quality developments along major thoroughfares. Large-scale mixed commercial development is appropriate along major thoroughfares where proper access management standards have been applied. This type of development should be concentrated: along the I-69 corridor, along portions of M-24, M-53, M-90, and at certain major intersections.

Scattered commercial uses that predate zoning are located throughout Lapeer County. Such uses include party stores, repair shops, bars, tourist attractions, and various other establishments along major roadways. Several of these uses are non-conforming, being too close to the road, lacking organized parking, and located adjacent to conflicting uses. It is important to evaluate these uses with respect to the long-term goals of the community. In some cases, they may provide needed goods and services for nearby residents, allowing them to avoid driving across the township. The Restricted Growth Sector is intended to recognize this function. However, it is necessary to control the siting of different types of uses and to introduce other standards to avoid having continuous, “unsightly” strip development throughout the County.

Issues Associated with Rural Residential Development

On the 1992 Future Land Use Map, about one-quarter of the County (mostly in the southern half) was designated as “Rural Residential,” characterized by 5 to 10 acre lots not requiring the installation of sewer or water. The current pattern of growth has already exceeded this threshold, however, and much of the land being converted to residential is north of the City of Lapeer. Given its close proximity to major employment centers and urbanized areas of northern Oakland County, development pressure in southern Lapeer County will continue to be intense. The average residential lot size in the southern tier of townships (8 townships totaling roughly 185,000 acres) is less than five acres. Nearly half of this acreage is already residential. If most of the remaining agricultural land in the southern half of the county is converted to residential lots averaging 5 acres, there would be roughly 36,000 home sites in the southern portion of the County without water or sewer facilities.

Insert Future Land Use Plan – Map 7

The impacts of widespread, low-density residential development include deterioration of lakes and water quality; increased demand for road and other public improvements; services not supported by a sufficient tax base; and the inability to provide schools and amenities due to the cost of servicing a dispersed population (i.e., an inadequate market). The trend in these areas is for larger lots to be converted into small, isolated subdivisions, adding to traffic and service cost issues. Ultimately, increased density and failing septic systems necessitate conversion to public or collective private sewer and water facilities. In terms of current planning standards, this is contrary to the principles of Smart Growth and is not sustainable from an environmental quality standpoint.



10.3 Land Use Categories

O-1 Preserved Open Sector

The County's General Development Plan continues the goal of the previous adopted plans to preserve recreational land and important open space for their contribution to the quality of life. The substantial ecological benefits of wetlands, woodlands, and floodplains have become even more apparent in recent years.



Areas shown as "O-1 Preserved Open Sector " should consist of open space that is protected from development in perpetuity. The Preserved Open Sector includes areas under environmental protection by law or standard, as well as land acquired for conservation through purchase, by easement, or by past sale of development rights. Included in this sector are large publicly owned lands such as General Squire Memorial County Park (Dryden Township), Torzewski County Park (Oregon Township), Holloway Reservoir, Michigan Audubon Society's Seven Ponds Nature Center, Bar A Scout Ranch (Dryden Township), Ortonville and Metamora-Hadley Recreation Areas (Hadley Township), and state game areas. These areas provide passive recreational uses and have limited infrastructure.

Development in this sector should be restrictive and limited. Lands in this category become more important as the County continues to develop. Expansion of this category through conservation easements and outright purchase should be considered as the County population increases.

O-2 Reserved Open Sector

The major future land use for the County is agriculture. Agricultural land uses include farming (the production of crops, livestock, and related goods), orchards, nurseries, farmsteads, and other activities directly associated with agriculture. Agricultural land uses are fundamental to the County's effort to preserve the rural character established within Lapeer County. Agricultural enterprises provide numerous benefits to the people residing in the County and it is the intent to promote the use and preservation of agricultural land uses.

Agricultural land uses are planned for all but those areas within the defined growth areas near the Cities and the Villages. The desired density within the agricultural land uses is planned for one dwelling unit per every 40 acres, or 0.025 du/acre. This density is necessary to ensure that parcels are large enough to contain agricultural uses that can be self-sustaining and economically viable. Based on the types of crops grown presently in the County, it is very difficult to operate an economically viable agricultural use on parcels less than 40 acres in size. A fundamental component in the preservation of agricultural land is to limit the impact of residential strip development along the major roads. Alternatives must be created that allow landowners the opportunity to obtain the best use of the land without jeopardizing the agricultural land.



Another characteristic within the agricultural land use is the lack of urban infrastructure. Paved roads can lead to higher speeds and increased traffic volume, detracting from the rural character. Gravel roads reduce speeds and the number of trips taken by non-residents of the area. Road improvements should not be made in agricultural areas unless the existing road system ceases to provide adequate access for emergency vehicles and existing farm and farmstead operations.

The extension of utilities, particularly water and sewer lines, increases the development of higher density lots within agricultural areas. By eliminating the large areas typically needed for septic fields, and with a desire to obtain the highest yield of developable lots on a site, developers attempt to obtain the highest possible density in areas that have characteristically been of a lower density. The availability of water and sanitary sewer lines thus facilitates the creation of a suburban development within a rural area and results

in a loss of agricultural land. Water and sewer lines should not be extended into planned agricultural areas unless they are absolutely necessary to protect the health, safety, and welfare of existing County residents due to contaminated water.

The Reserved Open Sector combines the prime agricultural and agricultural land use categories from the previous plan. The preservation of prime farmland, as identified by the U.S. Department of Agriculture, is a goal of Lapeer County. This category includes the most productive farmlands in the County. Preservation of this farmland is considered critical to the long-term role of agriculture as a primary economic base. The plan discourages premature conversion to residential or commercial use.

The Michigan Farmland and Open Space Preservation Act (PA 116) helps ensure continued viability of agricultural use of these areas but is not a long-term solution to the preservation of farmland.

In addition the Reserved Sector should be the primary sending zone for a Transfer of Development Rights (TDR) or for the Purchase of Development Rights (PDR) programs.

O-2A Reserved Open Sector – Prime Farmlands

The long-term use of prime farmland, as identified by the U.S. Department of Agriculture, is a goal of Lapeer County. This category includes the most productive farmlands in the county. Preservation of this farmland is considered critical to the long-term role of agriculture as a primary economic base. This plan discourages premature conversion to residential or commercial use.

The prime agricultural areas noted on **Map 7** are based on the USDA Prime Farmlands mapping.

G-1 Restricted Growth Sector

This sector accommodates the already existing development of commercial or industrial nodes along major roadways or intersections. These developments are scattered throughout the County and exist because the zoning has already been granted. Further development is strongly discouraged.

G-2 Controlled Growth Sector

The Controlled Growth Sector is located where development is encouraged. These areas are located around existing cities and villages and located at major intersections where infrastructure and facilities may be readily available and supportive of development. Mixed uses, residential, and commercial uses are encouraged. This sector is similar to the previous "Low Density Residential" designation with density at 0.5 to 2.0 units per acre and the "Commercial" designation in the previous General Development Plan.



These areas may be appropriate for Planned Unit Developments (PUD's) or clustered housing that preserves open space. PUD's can be developments that include a mixture of various types of residential uses in one project. Certain PUD's may also include non-residential uses. Neo-traditional towns, a new development trend that attempts to recreate a neighborhood atmosphere, could be considered in these areas. Open space (or cluster) housing developments are another way to provide flexibility in site design with special attention to the integration of natural features.

The lower range of this category allows for low-density alternatives to single-family plat developments. These types of developments could include townhouses, duplexes, and apartments, in addition to small lot single-family homes. The higher density range is intended for suburban type developments. High-density development could be considered only when within utility service areas.

This Low Density Residential is proposed primarily along parts of the M-24 corridor and surrounding Lapeer and Imlay City. Other areas include the Villages of Metamora, Dryden, North Branch, Clifford, and Almont. This sector will be the primary receiving zone for the Transfer of Development Rights (TDRs).



The allowable commercial in this sector is a fairly limited category intended to allow a variety of retail, office, and service uses.

Intended uses include automobile related businesses, general retail, grocery stores, professional offices, banks, and restaurants. Commercial land uses are intended to complement the existing commercial centers in the downtowns. Because these commercial uses serve the adjacent neighborhoods, the building types and designs must reflect the architectural character of the neighborhoods. Quality building materials such as the use of brick, stone, and natural materials should be encouraged. In addition, wherever commercial uses are proposed, the community should require appropriate buffers from less intense uses. Buffers may include wider setbacks, walls, fences, landscaping, and berms.

G-3 Infill Growth Sector

The Infill Growth Sector is assigned to areas that are already developed and that have a potential for modification. It is shown on the General Development Plan as a developed area with bordering growth areas. This sector encourages revitalization, site design standards, and updates to existing structures and uses.

The challenge for redevelopment is to provide commercial and residential development that is consistent with the goals and objectives of the communities to maintain their small town rural character. Encouraging a creative layout could provide a pedestrian friendly environment and an attractive visual image from the adjacent roads. Parking for commercial redevelopment should be located to the side or rear of the lot and have large planting beds for screening. Heavy landscaping that is consistent with the rural environment is encouraged. Naturalized landscaping should be used to screen parking and service areas from adjacent roadways and provide improved stormwater management opportunities.



Enterprise

The Enterprise zones are centered at strategic locations where site access is a major component for development. The General Development Plan recognizes the need for developing and retaining a job and tax base for the community, surrounding region, and the County. Today, and in the future, industrial uses will include more office research/development and distribution companies. Storage may be needed on the outside of building for materials or finished

products. Warehousing and storage of materials is also a typical use found in this zone.

Future Enterprise development should be more considerate of site design and surrounding developments. Well-planned industrial uses can strengthen the County's economy without sacrificing environmental assets. Townships should develop good site standards for access, circulation, parking, landscaping, and signs. Buffering from less intensive uses should be required. Environmental issues such as runoff into wetlands, secondary containment of hazardous materials, noise, and truck traffic should be addressed as part of any project. County agencies can assist developers in dealing with these issues.



Manufactured Home Parks

Existing Manufactured Home Parks should be upgraded prior to the development of future parks. This form of higher density development should be considered only when within utility service areas and compatible with existing and planned adjacent uses.

Natural Features Protection Zone

A fundamental component in the preservation of the rural character of a community is the preservation of the existing natural features. Woodlands and wetlands add to the unique physical characteristics of the community. Several small creeks and drains are the major watercourses through the County. The preservation of water quality and the adjacent natural features can help to insure that the County's most valuable natural amenities are preserved.



A buffer should be on either side of all creeks, rivers, and drains within the County. Within this area, development should only occur in a manner that does not adversely impact the natural features adjacent to these watercourses. Within the 100-foot setback, the removal of any trees, shrubs, and brush should be discouraged. For agricultural land uses within the resource conservation area, filter strips should be utilized to minimize the impact that the agricultural activities have on water features.

Development within the Natural Features Protection Zone should be restricted to minimize negative impacts on the environment.

10.4 Variations from the Township Master Plans

There are number of locations on the County Future Land Use Map that do not completely correspond with the Township's adopted plans. In some cases the township's future land use would require utilities not currently available. The County Plan is intended to be flexible and accommodate those uses once utilities and road improvements are in place. Some townships have apparently over planned for commercial development. As noted earlier, the County Plan proposes clustering commercial uses.

The most significant inconsistencies and the areas of agreements between the County's General Development Plan and the plans of the townships are described below:

- ❑ The **Almont Township** master plan, (adopted 1999), proposes low density residential uses south of Tubspring Road along M-53 that the County Plan indicates as the Reserved Open Sector. Around the Village of Almont is the Controlled Growth Sector in the County Plan and a Low Residential District in the Township plan. The township has an Industrial district, north of the village along M-53 that the County designates as a Restricted Growth Sector. An Enterprise zone is designated on the eastern boundary of the village, where the township has low-density residential. In addition, commercial uses are located at the intersection of M-53 and Webster Road that is indicated as Reserved Open Sector by the County.
- ❑ The **Arcadia Township** future land use plan, (adopted 1999), shows a mixture of commercial, manufactured homes, and single-family residential uses along Bowers Road and adjacent to Lake Pleasant and Lake George Roads. Higher density residential and industrial uses are located around the intersection of Lum and Mitchell Lake Roads. The County Plan designates the majority of land in Arcadia as the Reserved Open Sector with a large Preserved Open Sector and scattered existing development in the Restricted Growth Sector.
- ❑ The **Attica Township** plan, (adopted 2004), proposes Local Commercial development at the intersection of Imlay City (M-21) and Lake Pleasant Road in the northeastern portion

of the Township. The County Plan is in agreement and designates this area as the Controlled Growth Sector. The designate Controlled Growth Sector corresponds to the Township Village Residential uses. Around Lake Pleasant are existing high-density residential uses that the County recognizes as the Preserved and Reserved Open Sector.

- **Burnside Township's** plan, (adopted 1991), proposes six areas for "park and open space." The County Plan illustrates the three largest areas as Natural Features Protection Zones. Smaller areas just north of M-90 near the eastern border, in the northeastern section, and north of Deanville Road about 1/2 mile east of M-53 are shown as Reserved Open Sector.

The **Burnside Master Land Use Plan** map indicated a large area for Commercial and Industrial Uses along most of M-53 from Barnes Road to 1/2 mile south of Peck Road. In the County Plan this area is designated as Reserved Open Sector and the Restricted Growth Sector. The County Plan proposes concentrating commercial and residential development at the intersection of Burnside and Van Dyke Roads, in agreement with the Township's master plan.

Burnside Township should consider a revision to the current master plan in accordance with MCL 125.326 as amended.

- The **Deerfield Township** plan, (adopted 2002), proposes commercial along the entire M-24 frontage between Burnside and Barnes Lake Roads. The population projections for townships in the vicinity does not support the amount of frontage planned for commercial use. As noted earlier, over planning or zoning commercial land can induce undesirable scattered commercial strip development. The County Plan proposes Controlled Growth Sector along in this area and extending to the east, including the frontage along Falkenbury Road. The areas south of Barnes Lake Road in the County Plan is classified as Restricted Growth Sector where development has occurred and as Reserved Open Sector south to the Township line.

The **Deerfield Township** plan proposes industrial uses at the southeast corner and commercial uses at the northwest and southwest corner of M-90/M-24 intersection. There is currently a junkyard at the southeast quadrant, but no other uses and the other two corners are vacant/agricultural. The County Plan proposes this area as an Enterprise Zone.

Deerfield Township has allowed scattered commercial and quasi-industrial uses to develop along M-24. These uses include party stores, auto sales, car washes, gas stations, pizza shops, and salvage yards. Many of the existing uses are poorly screened, creating unsightly views from the roadway. This pattern is typical of a corridor with too much scattered commercial zoning. The County Plan proposes concentrating commercial uses near the Burnside Road intersection in Deerfield Township.

- ❑ **Dryden Township's** Future Land Use map, (adopted 2003), has focused on the Village of Dryden and the areas between Hollow Corners on the north, Rochester Road on the west, and Crawford Road to the south as the main growth area within the township. The County Plan calls this area the Controlled Growth Sector. In front of Dryden Community School building, north of Dryden Road, the Township has designated the road frontage as Industrial, Commercial/Office, and Multi-family residential. This area is outside of the County's growth sector.
- ❑ **Elba Township's** Master Plan, (adopted 2002), has very few conflicts with the County Plan. The township promotes some general commercial and industrial at the western I-69 interchange whereas, the County Plan designates the surrounding land as an Enterprise zone. In addition, the frontage along both sides of Davison Road is in the Controlled Growth Sector where the Township calls for residential, neighborhood commercial, and industrial uses. The Township encourages low density residential along Davison Road whereas the County Plan designates a Reserved Open Sector with agricultural and rural residential development.
- ❑ **Goodland Township's** Master Plan, (adopted 1997), also has few conflicts with the County Future Land Use map. The County calls for two Controlled Growth Sectors along M-53 at the intersection with Shaw Road and between Wagner and Muck Roads. The Township calls for commercial, industrial, and extractive uses in these areas. The Township has commercial/industrial uses at the south boundary, east of M-53. The County recognizes the use of the parcel as commercial and has labeled the area as a Restricted Growth Sector.

- ❑ **Hadley Township's** Master Plan, (adopted 2004), proposes core residential around the "Hamlet Mixed Use" at the intersection of Pratt and Hadley Roads. The County Plan calls this area a Controlled Growth Sector that encourages mixed use, residential, and commercial uses. The Township's light industrial area is just south of Hadley "Village" on the west side of Hadley Road. The intent of that designation was to accommodate small quasi-industrial uses such as contractor's yards rather than having them spread throughout the community. The County Plan calls for the Reserved Open Sector is this area.
- ❑ The **Imlay Township** Plan, (adopted 2002), has indicated a growth area around Imlay City similar to the County's call for a Controlled Growth Sector. The Township's plan carries office and retail businesses north to Bowers Road. The County has designated the an additional Controlled Growth Sector south of the M-53 and Weyer Road intersection to limit the scattered commercial sprawl along the M-53 corridor, north of Imlay City.

Along the length of the **Imlay Township's** eastern boundary, their Composite Land Use Plan shows single-family residential at a density from 0.5 to 3.0 units per acre. The County Land Use Plan prefers to limit the development to agricultural uses and residential development on lots generally 5 acres or larger.

The other area in conflict between the County Plan and Township Plan are the properties to the southeast of Imlay City. The Township has asked for low density, single family housing (rural residential) with density dependant upon the availability of public services. The County Plan has designated this area as an Enterprise Zone due to its location as a regional transportation corridor situated along I-69 with a full intersection with M-53. The area would be ideal for a Research and Office Tech Center. A segment of this zone is currently used as an extractive operation.

- ❑ The **Lapeer Township** Plan, (adopted 1994), also shows a mixture of commercial and industrial uses on Imlay City Road, just east of Lapeer. The predominant character of this area is commercial, extending out to the intersection with Wilder Road. The County calls for a Controlled Growth Sector at the intersection of Imlay City Road and Wilder Road. Promotion of additional commercial could lead to an

unsightly and inefficient scattered commercial strip along Imlay City Road.

South of the City of Lapeer, at the intersection of M-24 and I-69, the Township of Lapeer has designed Planned Unit Development (PUD), moderate density, and multi-family uses. The PUD is designed as a mixed-use development that allows for a more innovative approach to development. The County designates this area as a Restricted Growth Sector.

- ❑ **Marathon Township's** Master Plan (adopted 1995, amended 2001), is similar to the County Plan in requiring a Controlled Growth Sector around the Villages of Otter Creek and Columbiaville. Where the Township's and County Plans disagree in is the Columbiaville Road Commercial Area, where it intersects with North Lake Rd. There is currently little commercial development at this intersection. In addition, the Otter Lake/Fostoria Roads Commercial/Industrial area on the Township Plan is noted as a Reserved Open Sector. The Washburn Road Industrial Area in the Township's plan is so designated to accommodate the chemical and gas scrubbing plant currently located on the site. No additional development is advised or planned for the area. The County recognizes the plant site as a Restricted Growth Sector that discourages further residential or commercial/industrial development.
- ❑ **Mayfield Township's** Master Plan, (adopted 1995), allows for single-family, multi-family, and commercial uses around the City of Lapeer consistent with the County's Plan of a Controlled Growth Sector bordering the City. The plans are also in agreement that the area between Haines and Bowers Roads and east of Roots Lake Road is an area for intense development of commercial and industrial uses. The plans differ along M-24 between Sawdust Corners and Coulter Road. The Township call for single-family residential and commercial whereas the County recognizes the existing commercial development and discourages future growth in the Restricted Growth Sector. Mayfield Township has designed lands along M-24 and the southern portion of the Township as single-family residential. The text of the Master Plan does not give any guidelines for the allowable density.

- ❑ **Metamora Township's** plan, (adopted 1996), proposes use similar to the Controlled Growth Sector in the County Plan around the Village of Metamora. Lapeer Road (M-24) between Dryden and Pratt Roads has a variety of uses from residential to retail noted on the Township's plan. The County recognizes this in its plan as a Growth Sector.

Lapeer Road from the Village to the south boundary of the Township is designated as Open Space Residential with a density of 0.4 units per acre. The County Plan labels this area as the Reserved Open Sector with limited development allowed.

- ❑ **North Branch Township's** Master Plan, (adopted 1993), and the County Plan have designated the area around the Village of North Branch as the Growth area in the Township. In addition, the County Plan has designated an area to the southeast of the Village and Growth Sector as an Enterprise zone.

North Branch Township should consider a revision to the current master plan in accordance with MCL 125.326 as amended.

- ❑ The **Rich Township** plan, (adopted 2002), proposes commercial development at the intersection of Lapeer Road and Millington Street and east of Lapeer Road between Swaffer and Murphy Lake Roads. The County has designated these areas as a Controlled Growth Sectors where mixed uses, residential, and commercial uses are encouraged. Where the County and Township Plans diverge is at the northern Lapeer County border along M-24 and the Silverwood/Clifford Road intersection where the Township has designated commercial uses. The County Plan proposes retaining this as rural residential/agricultural use in the Reserved Open Sector.

Table 10.1 Master Plan's Date of Adoption

Name	Date
Almont Township	1999
Arcadia Township	1999
Attica Township	2004
Burlington Township	None
Burnside Township	1991
Deerfield Township	2002
Dryden Township	2003
Elba Township	2002
Goodland Township	1997
Hadley Township	2004
Imlay Township	2002
Lapeer Township	1994
Marathon Township	1995, amended 2001
Mayfield Township	2005
Metamora Township	1996
North Branch Township	1993
Oregon Township	1990
Rich Township	2002

10.5 Transportation Planning

The Lapeer County Road Commission recently completed a comprehensive Transportation Needs Study (June 2002 – prepared by The Corradino Group, Inc.). The study indicates that the County has 1,500 miles of roadways and that 95 percent of the roadways are rural facilities (gravel or paved but without curbs, traffic signals, or storm sewer). The pattern of development in Lapeer is somewhat unique in that it is influenced not only by population growth in general, but by the presence of recreational amenities (state game preserves, parks, lakes, and rivers) that attract both residential and commercial development and visitors.

Highly dispersed growth increases expense and demand on County services. Additional primary routes in the County should be studied for capacity improvements.

10.6 Corridor Planning

A quick look at the existing land use pattern in Lapeer County reveals that much of the nonresidential development has occurred along Lapeer's major roadway corridors, M-24, roadways with I-69 interchanges, M-53, M-90, and several of the County's primary

roads. The relatively high traffic volumes attract development along these corridors. As new facilities are constructed, additional traffic is generated, which attracts even more development. Unless carefully planned and managed, these corridors can become highly congested and unattractive with a proliferation of signs, excessive pavement, lack of landscaping, poorly designed access, and a proliferation of "franchise" architecture. Eventually, congestion can become so severe that businesses move out to the next emerging corridor, leaving behind obsolete and degraded conditions.

Corridor Planning involves developing a master plan that includes guidelines for development and access along a major roadway corridor. General transportation and corridor planning may include many elements such as:

- ❑ Reviewing existing traffic conditions and problems such as traffic volumes versus capacity and high accident locations.
- ❑ Relating future land use to road capacity by indicating where high traffic generators (e.g., large retail stores) should be located.
- ❑ Applying land use regulation techniques to control setbacks for buildings and parking, requiring landscaping, controlling the number and placement of driveways, and requiring consistent signage.
- ❑ Reviewing environmental and health factors, such as noise levels, impacts on air and water quality, and effects on natural features.
- ❑ Consolidating signage for large-scale developments onto a single directory sign and enforcement of design standards affecting size, placement, type of materials, etc.
- ❑ Adopting Private Road Standards to minimize dead-ends and lengths of cul-de-sacs, require connections to adjoining neighborhoods, and manage drainage and vegetation.
- ❑ Requiring traffic studies to be completed for large projects.
- ❑ Setting up a Special Assessment District to acquire funds and manage transportation planning and improvement projects.

The Corridor Master Plan will often extend beyond a single community and help resolve broader issues, especially where a

corridor is the borderline between two or more local jurisdictions. As previously discussed, unregulated corridor development leads to considerable traffic and safety issues. With pressure from local officials, MDOT will often take the lead in planning for and funding major corridor studies and improvements. A boulevard-style road-widening project is currently underway for M-24 (Lapeer Road) from I-69 to Bauer Road¹. With these improvements, additional development will likely follow in Elba, Lapeer, Hadley, and Metamora Townships.

Beyond conducting general corridor planning studies, all of these elements can be implemented at the local level with requirements stipulated in appropriate ordinances and development guidelines. Metamora Township adopted a Corridor Study of M-24 in 1995. More recently, Imlay Township as part of its adopted Master Plan, incorporated in its Appendix a Land Use Alternative naming 6 locations as corridor areas with alternative planning options (Graham Road, M-53 (Van Dyke), and Newark Road).

10.7 Access Management

“Access Management” is the application of regulations, standards and guidelines that control placement of driveways, sidewalks, roadway signage, and other features. Access management techniques can be applied to any type of roadway, not just major thoroughfares. These elements are often utilized in downtown areas to make them more “pedestrian-friendly.”

Typical access management improvements include:

- ❑ Creating boulevards or landscape islands to break up the wide expanse of pavement and control turning movements.
- ❑ Installing “traffic calming” measures, such as textured pavement and “bump outs” at intersections to facilitate safe pedestrian crossings.
- ❑ Timing traffic signals to control traffic flow and speed.

¹ For more detail on the M-24 corridor project and other MDOT projects, contact Bill Shreck, MDOT Office of Communications 989-754-0878, ext. 225.

- ❑ Limiting numbers of driveway access points and maintaining minimum distances between driveways and intersections.
- ❑ Installing frontage roads, shared access drives, and acceleration / deceleration lanes.
- ❑ Developing streetscape design and sign standards to reflect the community's identity.
- ❑ Increasing building and parking setbacks and requiring landscape buffers, including street trees and sidewalks along roadway frontages to screen parking and provide a safe and enjoyable place to walk, ride a bike, wait for the bus, etc.
- ❑ Placing parking behind buildings and using rear access and alleys for loading and refuse pick-up.

The County and local units of government have a vested interest in the movement of people, goods, and services within their boundaries. Townships and communities can help road traffic patterns by supporting land use planning that allows for orderly and managed growth that reflects the capacity allowed on collector and primary roads to avoid congestion and safety problems.

As the major “gateway” to Lapeer County and the City of Lapeer, the appearance of developments along M-24 have a lot to do with the image residents and visitors alike associate with the area. It is extremely important, therefore, to have consistent regulations in place at the local level that will promote a desirable identity. At a minimum, local officials should work together to implement similar and complimentary signage, setbacks, landscaping, and pedestrian access standards.

10.8 Site Design Standards

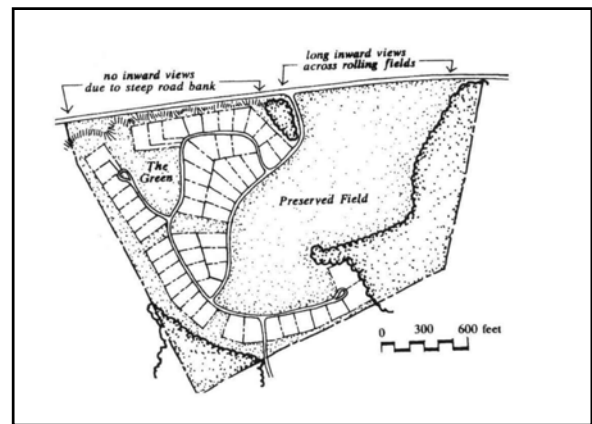
Beyond the standard regulations to implement the General Development Plan, the ordinances can be revised to allow for more flexibility and creativity in design. Innovative site design involves the use of special zoning standards and review procedures that provide design and regulatory flexibility, so as to encourage innovation in land use planning and design. High quality developments that help to preserve and maintain the existing agricultural character in Lapeer County can be implemented only if

the regulations and standards are adopted that promote the most innovative and creative design techniques.

10.9 Open Space Development

Rural open space development is an alternative to conventional site development that is intended to promote the preservation of rural character. Conventional site development often results in residential sprawl that consumes large amounts of land and divides open spaces into fragments that do not contribute to a rural appearance and are not conducive to agriculture, wildlife habitat, or other rural open space uses.

Conventional site development places lots on every available acre of the site. Open space development (also known as cluster zoning) allows for the grouping of dwellings onto part of the site so that the remainder can be preserved as open space. The clustering of dwellings can be placed either within woodlands, to preserve agricultural land, or on the agricultural land, preserving the woodlands and other existing natural features.



The development also typically has a large setback from the road to preserve the rural views. The goal is to devise better use of undeveloped property rather than the resulting corridor residential development that is presently occurring.

Zoning Ordinance requirements must be revised to be no more difficult for rural open space developments than for conventional residential development. This development alternative is most effective when the Township offers a small incentive for open space development to the developer in the form of a small density bonus. A density bonus is contingent upon the developer preserving a sufficient amount of natural features and open space and appropriate infrastructure for the dwellings.

10.10 Transfer of Development Rights

A popular planning tool for the preservation of natural features in the states of Maryland, New Jersey, and Pennsylvania is the Transfer of Development Rights (TDR). Transfer of Development Rights involves a two-step process. The community must first

identify the agricultural or natural features areas it wishes to preserve and identify areas in the community that are appropriate for a higher density of residential development. The preservation areas are called sending zones and the areas appropriate for development are called receiving areas. Within the sending zones, a plan or ordinance would determine how many dwelling units per acre could be developed. The right to develop a certain number of units then becomes a commodity of each landowner in the sending zone that can be bought and sold. The sale of these units from the sending zone to the receiving zone is called the Transfer of Development Rights.

The second step begins when a landowner in the receiving zone wishes to develop their land. The landowner may develop at a higher density than zoned if they purchased the development rights from a landowner in the sending zone. An appropriate plan would set a cap on the density allowed in the receiving zone, thus insuring a landowner does not purchase a large amount of development rights and attempt to create a development not appropriate for the community. A landowner in the sending zone could also initiate the sale of their development rights to a landowner in the receiving zone. When the sending zone landowner sells their development rights, they are selling them in perpetuity, protecting their land from being developed.

There are many benefits related to the Transfer of Development Rights. The sending zone landowner obtains the highest and best use of their land. The receiving zone landowner obtains the benefits of developing more residential units. The community preserves the agricultural and natural features of the Township and future residential development in the community occurs in the areas that are prepared for higher density development.

Within Lapeer County, it is envisioned that the most appropriate sending zones should include those areas with the most productive agricultural soils and farthest away from development pressure. These areas are also where the largest number of active farms currently exists. The receiving zones would be located where infrastructure can support the additional density.

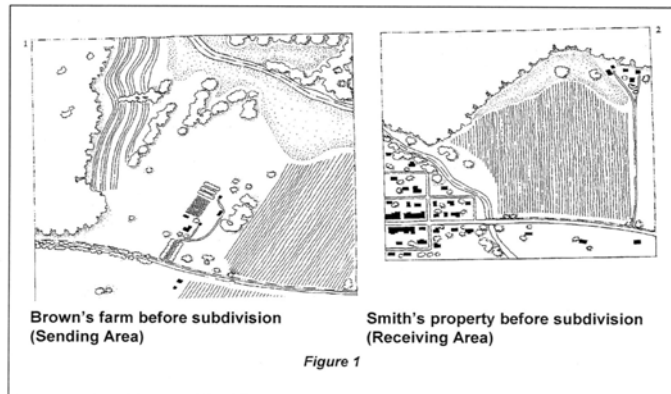
Areas within the Controlled Growth Sector Area are designated for neighborhood residential development and are envisioned to be the most appropriate receiving zone within Lapeer County. The potential for land development at a higher density is most appropriate at this location due to the proximity to city and village infrastructure services and the similar land use density found around

existing development. Through the creative use of Planned Unit Development (PUD's) Transfer of Development Rights can be achieved.

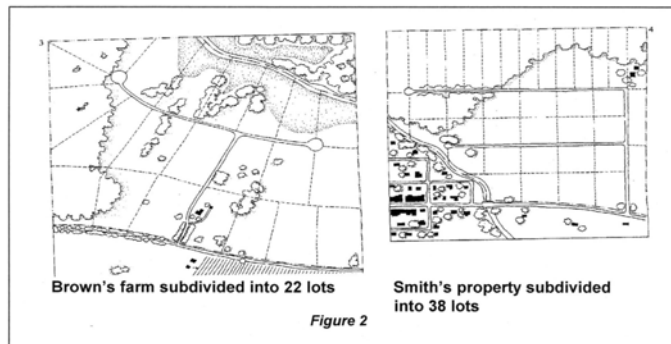
Sample TDR ordinances are included as Appendix 2.

10.2 TDR -- Sending and Receiving Zones

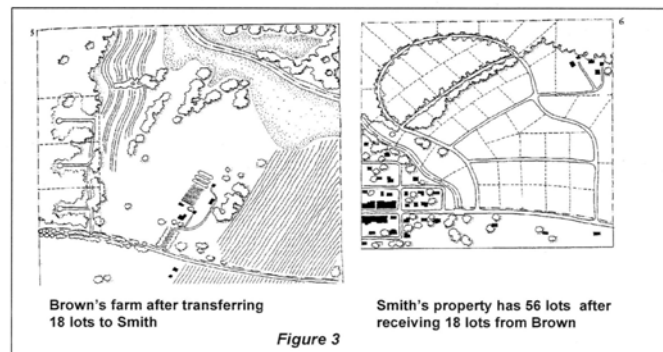
(Figure 1) Farmer Brown lives in an area where the local government wishes to protect natural resources and preserve agricultural land - the **sending area**. He wants to continue farming but needs cash. Developer Smith owns a tract in an area where the local government has the infrastructure to accommodate more development - the **receiving area**.



(Figure 2) Developer Smith would like to develop the tract at a greater density than allowed by the zoning ordinance, which is one residential unit per 2 acres. Farmer Brown has development rights based on the zoning in the resource area, which is one unit per 5 acres. Since his farm is 110 acres, Farmer Brown has 22 development rights.



(Figure 3) He sells 18 of those rights to Developer Smith, keeping four of the rights for himself - one for his own residence and three for his children so they can build homes on the farm. Developer Smith adds Farmer Brown's 18 rights to the 38 she already owns on her 76-acre parcel, enabling her to develop 56 lots. After this transaction takes place, a conservation easement is placed on Farmer Brown's land.



10.11 Purchase of Development Rights

Lapeer County was one of the leading governmental units to adopt a Purchase of Development Rights (PDR) ordinance. A Purchase of Development Rights ordinance preserves farmland by the public purchase of a landowners development rights, and in exchange, an agricultural conservation easement or deed restriction would be placed on the property that restricts development. In this exchange of development rights the landowner is compensated for the value of lost development potential in exchange for maintaining the property as farmland.

10.12 Cooperative Agreement Area

The establishment of a Cooperative Agreement Area is one method that can be used to manage growth in a manner that achieves efficient use of urban and governmental services. Within The Cooperative Agreement Area, the cities, villages, and township of the County are committed to working with property owners to seek ways to provide services, particularly public water and sanitary sewer services. In contrast, such services would be restricted outside of the Cooperative Agreement Area. The guidelines must provide for consideration of individual proposals to expand the boundary. For example, the extensions would be warranted to address public health or safety concerns where septic fields are failing, wells are contaminated, improved fire safety is warranted, etc.

The Cooperative Agreement Area should be extended around the communities of the County. The establishment of the Cooperative Agreement Area will take a great amount of cooperation between the townships, cities, and villages; the County can assist and help in this endeavor. The extension of sanitary sewer and water service into the Townships will have a dramatic impact upon the rural character and density currently enjoyed by Township residents. The Cooperative Agreement Area provides the Townships with the most control over where sanitary sewer and water will be provided and when it should ever be extend

11.1 Need for a Capital Improvement Program

Each taxpayer in Lapeer County has invested hundreds or thousands of dollars in community facilities such as roads, parks, drains, buildings, and other capital equipment. One of the most overlooked roles of Lapeer County staff is to protect this substantial public investment. Part of this role is fiscal, ensuring that the taxpayer receives optimum benefit for the least amount of dollars. Duplication of services and unnecessary expenditures should be avoided.

The management of County facilities and expenditures is an important technique in managing growth in Lapeer County. The investment in new facilities and services should be coordinated with plans for future development and needs.

The foremost emphasis in Lapeer County should be on maintaining and improving the quality of existing facilities. A secondary, but still important, function should be to provide cost-effective facilities to meet the growing demand of the increasing population.

Lapeer County is still a primarily rural County. Many of the residents moving into Lapeer County are migrating from more urbanized areas and have expectations for community facilities that may not be available in Lapeer County. Thus, as the County continues to grow, both the need and citizen demand for quality facilities and services will intensify.

While these new residents desire an expansion of facilities and services, they may not always be willing to absorb the cost. Increasing local taxes may be needed in some instances, but the County needs to focus on other methods. One of the most effective methods is to develop and utilize an annual Capital Improvements Program.

11.2 Why Should the Planning Commission Lead the CIP Process?

The Planning Commission is traditionally the group involved in preparing a CIP. The Planning Commission is the group within the County specifically charged with decisions affecting the long-range development of Lapeer County. The seemingly unrelated decisions made today on capital investments will undoubtedly shape the development pattern

in Lapeer for decades. Through their involvement, the Planning Commission can help ensure the capital spending complements the long-term development and quality of life goals for the County.

Each County Department, however, has an important role to assist the Planning Commission in preparing a CIP. The Planning Commission will utilize information provided by each department, including project priorities.

11.3 Benefits of a CIP

A CIP is a tool to plan for the maintenance, replacement, acquisition, and construction of capitol equipment and facilities. A CIP provides both a short and long term action program to implement the County Development Plan and other plans/policies with fiscal resources. County staff and elected officials can use the CIP rankings to explain project-funding status to community elected officials or residents. A non-arbitrary system is much easier to defend than arbitrary decisions that are not based on any set criteria.

A CIP can help answer questions such as:

- ☐ Should the County rehabilitate a facility or replace it? (Such as a bridge).
- ☐ In a growing area, should the County expand a library or build a new one?
- ☐ Is money better spent on maintenance now or replacement later?
- ☐ Does money need to be shifted from one budgetary line item to another?
- ☐ Does the County have sufficient resources to operate and maintain planned or desired facilities?
- ☐ Is a new facility or capital expenditure justified? Are the County's capital expenditures addressing issues or meeting adopted goals?

11.4 Other CIP Benefits

- ❑ Establishes capital priorities to maximize cost-effectiveness of expenditures (while a project may seem like a good idea individually, a CIP forces it to compete with others for limited funds, thus the most needed projects emerge).
- ❑ Provides a long-term view of expenditures, not just the one time cost. (For example, a low cost street reconstruction may be obsolete in a short period and cost more than a high quality construction in the first place).
- ❑ Helps maintain a stable financing program.
- ❑ Helps ensure that all project costs are considered, not just the one time capital outlay. For example, the costs of studies, legal fees, salaries of new staff, site investigation, insurance and other costs associated with the capital project are considered.
- ❑ Helps direct facility management and maintenance.
- ❑ Puts in place a process to identify and rate existing facilities (e.g., how much is already invested, maintenance costs, potential sale or reuse if abandoned).
- ❑ Allows spreading expenditures over time.
- ❑ Identifies one-time costs that may require special funding, such as a bond issue.
- ❑ Allows departments to coordinate capital expenditures.
- ❑ Identifies budgetary needs for major costs.
- ❑ Identifies land acquisition needed in advance of a project construction, which can help control overall costs through advance acquisition, such as for a new road or park.

- ❑ The existence of a CIP may provide greater interest in bonds and a more favorable bond rating.
- ❑ Guide annual budget decisions.
- ❑ Coordinate facility improvements with expected residential and business growth.
- ❑ Encourages intergovernmental and interagency cooperation by reducing conflicts and promoting projects that benefit all residents, not just those of a single community.
- ❑ Helps the county balance capital improvements with revenue sources.
- ❑ Helps identify truly critical projects during periods when financial resources are scarce.
- ❑ Helps balance capital and operating budgets.
- ❑ Indicates when facility maintenance is a better response than constructing a new facility.
- ❑ Helps avoid the high cost and inconvenience of repairing or replacing a capital item that breaks down or becomes obsolete unexpectedly.
- ❑ Helps identify the potential long term higher costs of deferring maintenance.
- ❑ Identifies future operating and maintenance costs of expanding the array of capital facilities.
- ❑ Ties Lapeer County's capital expenditures with the plans of local governments, other agencies, and private sector investments.

11.5 The CIP Process

Step 1. Inventory of Capital facilities

A Capital Improvement Program is intended to encompass both new capital facilities and the rehabilitation or replacement of existing capital facilities. The first step in the

CIP process is to inventory the existing base of capital facilities under county jurisdiction.

The inventory should note characteristics such as the location, age, condition, maintenance and repair history, extent of use (such as how many people use a park), ability to meet current and future demand, and deterioration/depreciation (i.e. the useful life of the facility with and without improvements - established standards can be used, such as for pavement life). The inventory of conditions should also consider recent maintenance history, facility or needs studies, and visual inspection to address questions such as *"When will the facility need to be rehabilitated, expanded or abandoned/replaced?"*

Among the existing documents which may already contain much of the inventory information needed are:

- ☐ Fixed asset inventories contained in insurance policies.
- ☐ Annual County audits.
- ☐ Engineering studies on water and sewer facilities, such as infiltration/inflow studies.
- ☐ The Lapeer County Development Plan.
- ☐ The Master Plans of individual communities.
- ☐ The Lapeer County Parks and Recreation Master Plan.
- ☐ Other studies of existing community facilities.

The County Planning staff should request assistance from each department in developing an inventory of existing facilities. County planning staff will use the results of the survey and a review of existing documents, supplemented through meetings and interviews with County staff.

Step 2. Project Identification

County departments should fill out the Capital Improvement Project form to identify capital related projects within their department. The same form could be used by agencies

requesting County funding for a capital project. Individual communities in the County in developing their own capital improvements program could use similar forms.

The project identification forms require information such as the name and type of project, lead and affected departments, departmental priority, proposed schedule for implementation, commitment and type of funding, estimated cost, and the justification (such as a needs assessment or feasibility study).

The form should be distributed annually by the County Planning Department and returned by mid-year to allow adequate time for preparing a draft CIP. County Planning staff will categorize projects by type, such as parks, utilities, transportation or public safety.

For larger capital improvements listed as a need, the department should submit some supporting documentation for the project, such as:

- ❑ Description of the existing condition of the capital item.
- ❑ Year capital item was built or acquired, and the date of the most recent improvement to the item.
- ❑ Any recent study (such as a structural, interior or site analysis).
- ❑ Extent of utilization of the item (surveys, counts, etc.).
- ❑ Existing scheduled plans for rehabilitation, replacement, and expansion.
- ❑ Assessment of remaining useful life of the facility.
- ❑ Summary description of deficiencies and replacement or improvement needs.

Step 3. Preparation of the Annual Draft Capital Improvement Plan

County Planning staff will use a list of criteria adopted by the Planning Commission to determine initial priorities from the Capital Improvement Project list. Priorities will be established within each category and arranged by proposed

schedule/fund commitment. Potential funding sources will be identified. This initial list will be included in a draft Capital Improvement Plan for review by the Planning Commission. Following modifications to the draft, the CIP would be submitted to the County Commission for approval.

Criteria for use in prioritizing capital expenditures will consider the following:

- ❑ Remaining useful life of the facility.
- ❑ Financial consequences of not improving the facility.
- ❑ Public safety, environmental and liability risk of not improving the facility.
- ❑ Degree of need for the facility relative to its cost.
- ❑ Financial feasibility.
- ❑ The availability and timing of matching funds (such as from the MDNR or MDOT).

A preliminary project rating system is given below. The Planning Commission should refine the factors and weight attached to each with input from department heads.

Table 11.1 Weight factor Criteria for a CIP

Criteria:	Weight Factor		Rating Range
A. Project will prevent or reduce hazard to public health or safety.	6	x	1-3
B. Project will result in reduced annual operating or maintenance costs, including consolidation of services.	6	x	1-3
C. Project addresses goals or strategies stated in the County Development Plan or other adopted documents or policies.	5	x	1-3
D. Project addresses a documented need or deficiency.	5	x	1-3
E. Completion of project will avoid more costly repair in the future.	5	x	1-3
F. Project will have positive impact on local economy, and ultimately, County revenue.	3	x	1-3
G. Project utilizes funding that may not be available at a later date, or complements another project to be funded.	3	x	1-3
Total Range Score			34-102

Description of Rating Numbers:

- 1 = Project has no impact on the criterion or a negative impact.
- 2 = Project will have a moderate effect on the criterion.
- 3 = Project is related to the criterion in a significant, major way.

After a brief discussion of all projects submitted in each fund category, the Planning Commission (or staff) should use this system to rate each project by fund category. Projects would then be listed numerically, with the project achieving the most points ranked first.

11.6 Schedule for Completion of Capital Improvements Plan

<u>Task</u>	<u>Date</u>
Meeting of County Department heads.	January
County Planning meets with Service Providers.	January-March
Distribution of Project Worksheets by County Planning.	January-March
Completion of Project Worksheets.	February-May
Compilation and Evaluation of Worksheets by planning department, including a review meeting with department heads.	May-August
Planning Commission/Commission Workshop to Evaluate and rank projects.	September-October
Review and Approval by County Commission for inclusion in budget.	November

11.7 Instructions

How to Complete the Capital Project Request Worksheet

The attached worksheet will assist the County Planning Department and the County Commission in identifying capital expenditure needs and programming funding; This worksheet will provide the comprehensive information needed to ensure that cost-effective decisions can be made in setting expenditure priorities and programming funds over a multiple-year timeframe. This process will be repeated each year.

Types of Expenditures to be included in the CIP:

The Capital Improvements Plan allocates financial resources for capital expenditures, not year-to-year operating expenses. Capital project worksheets should only be completed for facilities and equipment that have the following characteristics:

1. An expected life span of more than 3 years.
2. The cost of the project or facility is \$1,000 or more.
3. The project is not an annually occurring expense.
4. Any project financed by long-term debt or a special funding allocation or grant that covers more than one year.
5. The item(s) may be used by more than one department, such as a copier.

The following additional guidelines are provided to assist you in deciding what is a capital expenditure versus an operating expense:

1. Any purchase or major rehabilitation of vehicles should be included in the CIP.
2. Acquisition of personal computers (PC's) and PC software is not included in the CIP. An exception to this would be a major upgrade of a PC system, such as to a Local Area Network or a GIS network.
3. New equipment that is expensive and has a relatively long period of usefulness is considered appropriate for the CIP.

4. Costs related to the actual acquisition or construction cost of a facility should be included in the CIP, such as feasibility, site selection, engineering, architectural or interior studies, property appraisals or property acquisition.
5. When in doubt, list it. The Planning Department will delete those projects that are not considered suitable for a CIP.

11.8 Policy Considerations for Development of CIP Projects

To make our efforts in identifying projects for inclusion in the Capital Improvements Plan most productive, the following general guidelines should be followed in submitting projects:

1. The goals expressed in the County's Development Plan and recommendations of other County reports should be considered as a source of potential projects.
2. Facilities which are expected to reduce annual operations and maintenance costs should be considered. Areas of potential savings include energy costs, repair and maintenance costs, and staffing costs.
3. Higher priority should be given to projects that have a long-standing identified need.
4. Major rehabilitation projects that will avoid the need for more costly repair at a later date should be identified.
5. Projects that are required by State or Federal mandate are of high priority.
6. Projects that are tied to outside funding that may not be available at a later date should be given a high priority.
7. Project needs that are related to public health and safety or that affect the County's liability is a priority.
8. Facilities that will have a positive impact on the local economy, through attracting tourism or in creating jobs are a priority.

11.9 Completion of a Capital Request Worksheet

The worksheet presents the basic information required for each individual project.

Capital Improvements Program

1. **Project Title.**

The project should be given a unique name for reference purposes. (Examples: New traffic signal, building construction or improvement)

2. **Departments and Activity.**

The activity heading should correspond to the appropriate line item in the annual budget.

The department having primary responsibility for implementation of the project should be identified.

3. **Department Priority.**

Each department will set their own priorities. Assign a priority number to each project submitted within your department or area of responsibility, with the number 1 being the highest priority project. Each project within your area of responsibility should have a unique priority number (Le. only one #1 priority, etc).

4. **Project Descriptions and Location.**

Describe the specific nature and location of the project, within the space provided. Indicate whether the project is to replace or consolidate existing facilities or equipment, *or* is a new addition to County facilities. Where land is being newly developed, identify the acreage involved. Identify quantities and sizes involved, such as number of feet of sewer, line size, pump capacity, length and width of pavement, etc.

5. **Relevant Studies, Plans, etc.**

Identify any references to the project that are found in previous plans and studies, such as the County Development Plan (goals and strategies, etc.), the County Parks and

Recreation Plan, the Lapeer County Solid Waste Plan, special studies, etc.

6. **Project Justification.**

Identify the need for the project, what it will accomplish, and describe the potential consequences if the project is not undertaken. Outside funding available for the project that could be jeopardized by a delay could be also be justification, such as special MDOT funds.

7. **Alternatives Considered.**

Identify other potential means of meeting the needs described above that have been considered, and briefly state why the proposed project is the preferred alternative.

8. **Relationship to Other Projects.**

Identify any connection between this project and another project. For example, is an intersection reconstruction tied to a nearby street-widening project where cost could be contained through coordination?

9. **Current Status.**

Estimate the percentage completion of any work, if any, that has already been done on the project.

10. **Expenditure History.**

Identify whether the project has been listed in a previous Capital Improvements Program. This provides information concerning the length of time this project has been an identified need. Provide the year in which funds were first appropriated for the project. For a previously identified project, provide the initial cost estimate, which was prepared, as well as a current cost estimate.

11. **Impact on Operating Budget.**

Identify the annual estimated cost of operating and maintaining the facility. Total costs should be provided, not just additional cost above current spending. For example, annual costs of staffing the facility should be identified, regardless of whether the staffing will come from new or

existing employees. Cost of power, heat, light, should be provided. Costs should be based on current prices, without consideration of inflation.

You may use the "Comments:" space in the lower left corner to identify whether the costs provided above will be less than or greater than current costs.

12. Programmed Expenditure Schedule.

Identify project costs by year in the cost categories provided. If no breakdown by category is available, include all costs under the TOTAL row. In the ACTUAL column, identify the amount spent on the project for the fiscal year ending December _____. Provide an estimate for the current year's expenditures through ____ in the ESTIM. column. The column labeled BUDGET is for the budget year beginning January 1, _____. Accuracy and expenditure detail is desired for this column.

For the five Fiscal Years ____ through ____, provide annual estimated project expenditures. If the project will not be completed or undertaken in this timeframe, include all remaining project expenditures in the BEYOND FY _____ column.

All cost estimates should be based on current year prices, without factoring for inflation. Thus, in developing cost estimates, assume that the project will be completed this year. Once all project requests are submitted, a consistent method of accounting for inflation will be used to adjust all projections.

13. Proposed Method of Financing.

Identify anticipated or recommended sources of financing for the project. Provide detail for costs included in the "Other" category in the space provided for comments.

14. Net Effect on Revenue.

Indicate using a "+" or "-" sign the effect of the project on County revenues during the first year after the project is completed. Examples would include a negative impact on property tax revenues from a purchase of private land or an increase in user fees from higher use of a facility.

15. Project Location Map.

Use a County map to identify the location of the project by placing a number corresponding to your department priority for each project. For a street or utility project, identify the total street segment involved.

11.10 Timeframe for Completion

Please complete all project forms and return to the County Administrators (or County Planning Director's) office by _____. Late submittals may affect your departments' chances of being funded. The County Planning Department staff is available to assist you in completing the worksheets or answering questions; please call 810-667-0201. Thank you.

Insert Capital Project worksheet

12. 1 ACTION PROGRAM

The Lapeer County Planning Commission is established under Public Act 282 of 1945, as amended. This act lists some of the responsibilities of the County Planning Commission.

To develop a county development plan that "*...shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the county which will be in accordance with present and future need for best promoting the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, as well as for efficiency and economy in the process of development.*

It shall be the duty of the County Planning Commission to:

- 1) *Make studies, investigations, and surveys relative to the economic, social and physical development of the county;*
- 2) *Formulate plans and make recommendations for the most effective economic, social and physical development of the county;*
- 3) *Cooperate with all departments of the state and federal governments and other public agencies concerned with programs directed towards the economic, social and physical development of the county and seek the maximum coordination of the county programs of these agencies;*
- 4) *Consult with representatives of adjacent counties in respect to their planning so that conflicts in over-all county plans may be avoided.*

The County Planning Act allows the County Board of Commissioners to designate the County Planning Commission as a "Metropolitan County Planning Commission", regardless, Lapeer County remains a rural county. But the stated role of such a body offers many benefits to managing growth in the county.

The stated roles of a Metropolitan County Planning Commission are expanded to include many functions that would be desirable in Lapeer County.

"Preparation, as a guide for long range development, of general physical plans with respect to the pattern and intensity of land use and the provision of public facilities, together with long-range fiscal plans for such development.

Programming of capital improvements based on a determination of relative urgency, together with definitive financing plans for the improvements to be constructed in the earlier years of the program.

Coordination of all related plans of the departments or subdivisions of the government concerned.

Intergovernmental coordination of all related planned activities among the state and local governmental agencies concerned."

The County Board of Commissioners has further defined the role of the Planning Commission. The Board of Commissioners and County Administrator has assigned responsibility for several programs to the Planning Commission and its staff.

12.2 The Lapeer County Strategic Plan

The Lapeer County General Development Plan is one component in the County's overall strategic plan for the future. The County Planning Department should ensure that these various plans are coordinated. The relationship of the General Development Plan to other plans is illustrated on the following page.

Lapeer County Strategic Plan Components:

- ❑ General Development Plan
- ❑ Capital Improvements Program
- ❑ Park and Recreation Master Plan
- ❑ Human Services Plan
- ❑ Overall Economic Development Plan (OEDP).
- ❑ Road Commission Plans.
- ❑ County Drain Commissioner Plans
- ❑ Board of Public Works Documents

12.3 Potential Roles of the Lapeer County Planning Commission

A survey of township, city and village planning commissions, and elected officials indicates a general attitude that County Planning is providing a valuable service. However, virtually all respondents felt that the County should become more involved.

The survey results and a comparison with the activities of other County Planning Commissions in Michigan were used to create the following list of potential activities. Most of these activities would require additional funding and staffing in the planning department. Planning Commissioners would have to take on more responsibility and increase their time commitment.

12.4 Alerting Local Units on New Zoning Issues

- ❑ Have feature articles in a newsletter dealing with new zoning issues that may have an impact in the county. Authorship of a feature article could rotate to various communities or County departments.
- ❑ Involving planning commissioners and consultants from County communities would improve communication. The newsletter could review some of the more significant decisions made by County Planning. Members of the Planning Commission could be profiled. Upcoming seminars of interest could be noted.
- ❑ Continue the popular annual planning seminars. Devote part of the annual County Planning Seminar to a special issue. Recent seminars focused on these types of issues such as corridor planning, capital improvements programming, and open space/cluster housing.
- ❑ County planning could initiate special planning and zoning training seminars. Various participating townships that might not have sufficient funds to support a seminar separately could jointly fund these seminars.
- ❑ County Planning staff could initiate an informational feedback page or question and answer page in local newspapers (such as in the Lapeer Plus insert in the Flint Journal).

Insert Strategic Planning Process chart

12.5 Ensuring Compatibility of Local Community Master Plans

1) **Issue:**

Local community master plans typically include no discussion or acknowledgement of the future land use plans of adjacent communities, thus many of the plans appear to be developed in a vacuum. The overall countywide planning goals are not always reflected in individual community master plans. Achievement of the County's vision of the future is largely dependent upon the actions and policies at the local government level.

The General Development Plan proposes the land use pattern in adjacent communities has an influence on individual community master plans, for example a community without commercial or industrial development may be dependent on those land uses in an adjacent community. Correspondingly, a community should not over plan for commercial and industrial services or land use, if adjacent communities are also providing sufficient acreage to meet future needs. The lack of coordination can also lead to conflicts along border roads.

2) **Objective:**

The master plans of individual communities should acknowledge trends in surrounding communities. Master Plan recommendations should be coordinated with adjacent communities and county agencies.

3) **Action:**

The Lapeer County Planning Commission can assist townships in preparing master plans by maintaining up-to-date composite of local community future land use maps. Local units could use this map as they develop their own master plans. County Planning could also take on a greater role as a research center for local planning commissions. The planning department would keep up-to-date countywide statistics on housing, traffic, population, building permits etc. This information would assist local communities and economic development efforts.

Action:

Distribute the following checklist when reviewing township master plans.

TO: Planning Commission Chairperson,
_____Township

The Lapeer County Planning Commission has developed the following checklist to use as a guide when reviewing future township master plans. This checklist is intended to help addresses some essential issues which are frequently omitted from township plans. The checklist also addresses comments received in a survey of township, city and village leaders during the development of the Lapeer County General Development Plan.

The goal of the checklist is to insure continuity in master planning, improve coordination and communication between communities and insure that the overall objectives of the County General Development Plan are acknowledged in local planning efforts. County Planning realizes some of these items listed may not be relevant in your township. Your township may not be able to address other items within your master plan budget. But please consider the following as you prepare your scope of work and develop the document.

- ❑ The Lapeer County Planning Commission shall review local community goals for their relationship to the goals of the County's General Development Plan. Where conflicts are evident Lapeer County Planning shall request analysis to justify or explain the conflict prior to adopting the plan.
- ❑ Local community master plan should include a discussion and illustration of the Master plans of adjacent communities in developing their own future land use plans. Border issues, in particular, should be addressed.
- ❑ The Lapeer County Planning Commission can help coordinate land use and zoning decisions along bordering areas where conflicts occur. County Planning could request or coordinate meetings between representatives of the two communities.
- ❑ The goals and objectives of the County Plan should be addressed in each local Community master plan.
- ❑ County Planning should consider the overall need for industrial land (employment and commercial uses) when reviewing individual community master plans.

- ❑ Local master plans should include an analysis of the need for affordable housing within the community.
- ❑ Local master plans should include an analysis of the need for specialized housing for the elderly based on demographics.
- ❑ Local master plans should include a discussion of the quality of the housing stock in the community.
- ❑ The local master plan should illustrate locations of prime agricultural lands and describe how those lands will be preserved in the future, as appropriate.
- ❑ Wetlands are an important resource. Local master plans should map wetlands based on available information and describe how development in the community will help insure protection of important wetland areas.
- ❑ Local master plans should describe expected densities or lot sizes for residential classifications.
- ❑ Local master plans should include discussions of open space/cluster housing developments where appropriate. The open space/cluster-housing concept allows development on parts of a parcel while retaining the majority of the parcel in its natural state as farmland, woodland or wetland.
- ❑ Local plans and communities with lakes should include discussion on mechanisms to maintain or improve water quality such as, need for sanitary sewer system; lake associations to conduct water quality testing; public relations efforts; and informational efforts for restrictions on use of certain types of fertilizers, car washing, etc.
- ❑ Local community master plans should provide financially realistic recommendations for roadway improvements and construction of new roadways.
- ❑ Local master plans should consider how proposed future land uses may necessitate the need for roadway improvements. Master plans should analyze the capability of accommodating those improvements within existing right-of-way and current funding levels.

- ❑ Local master plans should analyze the sufficiency of building and parking setbacks along primary or arterial roadways. Setbacks should be sufficient to allow aesthetic improvements and to accommodate widening in the future without severely impacting existing land uses.
- ❑ Local master plans should not encourage isolated development along County roadways. Roadways that require the inefficient paving or improvement of roadways to serve the isolated development.
- ❑ Local master plan shall include analysis of the need for pedestrian systems and bicycle systems.
- ❑ The local planning commission should review transportation recommendations with the General Manager of the Road Commission.
- ❑ Plans should include a list of potential Overall Economic Development Plan (OEDP) projects, including a description of the project, rationale supporting need, priority and possible funding.

12.6 Promote Community and Agency Cooperation and Communication

- ❑ The County Administrator should organize an annual "visioning" meeting with the County Planning Director, Parks and Recreation Director, Human Service Provider, Road Commission Manager, Drain Commissioner, Development Corporation Director, etc.
- ❑ County Planning and the Board of Commissioners could help organize informal or formal multi-jurisdictional planning committees, for example, a corridor committee for M-24 or M-53, or an intergovernmental committee of the southwestern townships. Such committees could discuss approaches to common issues and devise solutions.
- ❑ County Planning could increase its role in working with the County Administrator to ensure expenditures for Capitol Improvements are consistent with the County Master Plan.

- ❑ County Planning, the Board of Commissioners, and the Lapeer County Townships Association could initiate annual meetings with area legislators. These meetings could be a forum for the establishment of priorities on countywide issues. Representatives from state agencies could also be invited.
- ❑ County Planning should have a leadership role in development of Geographic Information System (GIS). This system would facilitate cost effective government through easy data retrieval to assist in decision-making. The GIS system could be useful in determining impact of fee assessments if/when impact fee legislation is created in Michigan.
- ❑ The Overall Economic Development Program (OEDP) Committee should be expanded to include representatives of the Road Commission and Board of Public Works. The County Drain Commissioner should be consulted where appropriate regarding adequacy of drainage.
- ❑ County Planning could assist local governments in studies for shared facilities and services. Improvements such as roadway improvements, bike paths, park improvements, human service planning activities, job training, utility improvements, and police and fire service could be coordinated.
- ❑ County Planning and the Board of Commissioners could work with the local governments, Road Commission, and area legislators to promote studies of corridors such as M-24 and M-53. A multi-jurisdictional agency corridor committee should coordinate these studies. Representative property owners should also be invited to participate.

12.7 Assist in Preserving Natural Features

- ❑ Provide programs and financing mechanisms to protect important natural features to preserve as open space or parks.
- ❑ County Planning could maintain an inventory of significant natural features for use by local units in preparing plans and responding to proposals (such as a GIS System).
- ❑ County Planning could assist local planning commissions in developing open space/cluster housing ordinances.

12.8 Transportation Issues

Local government master plans and development decisions typically do not adequately address the numerous transportation issues.

Actions:

- ❑ County Planning Commission could assist the County Road Commission in developing a Capital Improvements Program system to prioritize roadway improvements. Involvement by the Planning Commission could help ensure consideration of future land use patterns.
- ❑ County Planning and the Road Commission could work together on a program to promote access management (driveway) standards in a County standards manual and in local zoning ordinances.
- ❑ Local master plans should include discussion on the need to manage access and development along County primary roadways to limit conflict points, reduce potential accident rates and reduce congestion through control of access and mixing land use types.
- ❑ Areas designated for future commercial development, particularly at a community-wide or regional scale shall be located where efficient access and traffic signalization can be provided.
- ❑ Township zoning, land division, driveway spacing, condominium and subdivision control ordinances should include a requirement for documentation of adequate sight distance from the Lapeer County Road Commission (general standard in 1992 was 585 feet of sight distance).
- ❑ Proposed industrial development shall be located where adequate transportation systems capable of handling truck traffic can be accommodated. The Road Commission should review proposed haul routes.
- ❑ Work with the Road Commission to insure that as roadway widening become necessary, replacement vegetation is planted and mature trees are preserved where practical.

- ❑ Zoning Ordinances should have specific standards for when a traffic impact study is required. For example, zoning could require a traffic impact study for all proposals along a major roadway or for projects expected to generate over a specified amount of traffic. Ordinance standards should specify what type of analysis is needed.
- ❑ Local zoning ordinances should require construction of subdivision streets, private roads, and commercial/industrial driveways as planned prior to issuing an occupancy permit. An alternative is requiring posting of a performance bond in an amount to insure proper construction prior to an occupancy permit.
- ❑ Township Boards and Planning Commissions should inform developers that the Lapeer County Road Commission will provide haul route agreements for projects generating truck traffic.
- ❑ Townships should have standards for private road design within the zoning ordinance or a separate ordinance. The ordinance should:
 - a) Provide standards for when private roads are acceptable (such as for low density development or to preserve significant natural features);
 - b) Design and construction standards for grades, easement width (consistent with zoned capacity), pavement width, maximum radii, adequate intersection sight distance, and intersection offsets from other roads;
 - c) Minimum cul-de-sac turnaround or hammerhead "T" turn dimensions and sufficient overhead clearance to meet fire department needs.

13.1 Programs and Funding

Successful implementation of any project will depend on the ability of the local government unit or County to secure the necessary financing. There are several sources of revenues that the County and its communities could utilize and should investigate in more detail.

13.2 Economic Development Resources

Economic Development is a broad term that includes attraction, retention, and expansion of companies that create jobs and increase tax base for a community. It also includes marketing the benefits of a particular area to companies and providing information on existing infrastructure such as water and sewer capacities. A major focus in today's business climate is to develop commercial and industrial parks with life-style amenities attractive to employees such as picnic areas, recreational opportunities, and support services (café's, drug stores, etc.). Economic development professionals help provide workforce recruitment and training and coordinate with local, county, and state organizations to secure tax incentives for companies. They also work with realtors and site developers to identify land and facilities.

There are many types of economic development tools available and many organizations that are able to assist in selecting the appropriate tools for each individual business. The state economic development organization is the Michigan Economic Development Corporation (MEDC). The County economic development organization is the Lapeer Development Corporation (LDC). All of the cities and villages that are wholly located within Lapeer County (Imley City, City of Lapeer, Village of Almont, Village of Clifford, Village of Columbiaville, Village of Dryden, Village of Metamora, and the Village of North Branch have Downtown Development Authorities that assist with economic development within their boundaries. The Village of Otter Lake, half of which is located in Lapeer County and half in Tuscola County, is exploring the possibility of creating a Downtown Development Authority.

Michigan Economic Development Corporation (MEDC)

The Michigan Economic Development Corporation (MEDC), formerly the Michigan Jobs Commission, is a collaborative alliance between the State of Michigan and local communities. The MEDC Board of Directors is comprised of private sector individuals that

direct the Corporation with assisting new or existing businesses with site location, job training, new business development, economic profiles, manufacturing, technology, life sciences information, and tax abatements. The MEDC employs field personnel who work directly with the county economic development organizations to promote development in Michigan.

Lapeer Development Corporation

The Lapeer Development Corporation (LDC) is a community based, non-profit economic development organization established in 1981. The LDC leads and coordinates economic development activities throughout Lapeer County and acts as a liaison between public and private sectors. A cooperative countywide initiative for planned growth that seeks to balance the needs of both residents and business is a major focus. The LDC keeps up-to-date information about major employers including potential relocations into and out of the County and also assists business with site selection by maintaining a database of available buildings and land sites suitable for development in the county. Information can be obtained by visiting the Michigan Site Network Website at www.misitenet.org.

Major Financing and Incentive Programs¹

A number of business and industrial financing programs are available in Lapeer County. Funding for major programs is generally created at the federal level and administered by the state. Examples include:

- ❑ **Industrial Development Revenue Bonds (IDRBs) through the Michigan Economic Development Corporation (MEDC).**

IDRBs provide profitable firms with capital cost savings stemming from the difference between taxable and tax-exempt interest rates. The governmental unit borrows money from private capital markets, secured only by the project's revenues rather than the government's full faith and credit. Interest income earned on bonds issued by a governmental entity to finance a project for a private company which has demonstrated a good public purpose is exempt from federal, state, and local income taxes, thereby reducing the cost of capital (including the cost of letters of credit, remarketing fees, etc.) to an average 75-85 percent of prime.

❑ **Small Business Administration (SBA) 504 Loans (through the Michigan Certified Development Corporation).**

The SBA 504 program provides small- and medium-sized businesses with long-term fixed rate financing for the acquisition or construction of fixed assets. It is a "take out" financing program. After the project is completed, the SBA reimburses, or "takes out," the participating lender by the amount of the original loan commitment. SBA offers an up-front commitment to finance a project. The participating private lender provides interim financing, advancing the full amount of project funds during the construction or acquisition period. Loans are actually funded by the sale of 100 percent federally guaranteed debentures on the open market. Projects are financed through a unique public/private partnership that involves private lenders financing 50 percent of project costs, CDC/SBA covering up to 40 percent, and small businesses investing at least 10 percent.

❑ **Job Creation Tax Credits**

Companies eligible for a refundable job creation tax credit against the Michigan Single Business Tax are those engaged in manufacturing, R&D, wholesale trade or office operations that are financially sound and have solid proposals. Retail facilities are not eligible. Each credit may be awarded for up to 20 years and up to 100 percent of the amount of the project.

Other Financing Programs²

❑ **Community Development Block Grants (CDBG)**

Community Development Block Grants (CDBG) are offered through the United States Department of Housing and Urban Development (HUD) to communities that expand economic opportunities primarily to low and moderate-income persons.

The Michigan Community Development Block Grant Program was set up to assist eligible communities promote job creation for low and medium income people and meet the infrastructure needs for distressed communities. Communities may request grants to provide public

infrastructure improvements (roads, water, sewer, etc.) necessary for the location, expansion or retention of a specific industrial company. The amount awarded is tied to the creation or retention of industrial jobs. An eligible community may apply for up to \$30,000 per job either created or retained within a period of two years. A minimum of 10 jobs must be created or retained. The maximum amount that can be applied for is \$500,000 and the minimum is \$50,000. These funds must be matched by a private sector investment ratio of at least 2:1 and a local matching contribution of 10 percent. Public infrastructure improvements must be owned, operated and maintained by a public agency. These funds are not to be used for activities located on private property.

❑ **Federal Loan Guarantee Program**

The Federal Loan Guarantee provides up to 90 percent (not to exceed \$750,000) of the bank's exposure on a loan. The maturity rates can be as high as 25 years. The participating private lender sets interest rates.

❑ **Business and Industry Development Companies**

Business and Industry Development Companies (BIDCO) provides growth capital loans and investment to Michigan businesses. They may provide subordinate loans with equity features, royalty financing for product development equity investments and guaranteed loans under the guarantee loan program.

❑ **Capital Access Program**

The Capital Access Program provides loans that involve more risk than a conventional bank loan.

❑ **Private Seed / Venture Capital Companies**

There are a number of private Seed Capital Companies to finance business at the earliest stage of development. The seed capital program offers start-up funds or pre-venture capital for businesses that meet their investment needs.

Workforce Training²

There are numerous programs available for workforce training and employment assistance. The regional office of the Michigan Works! program can assist with paid employment for eligible participants while they are updating or learning new skills. An

eligible participant is a person who is classified as being a disadvantaged youth or adult, displaced worker or an underemployed worker. As an incentive for employers to train participants, 50 percent of the cost of wages is reimbursed up to six months. The requirement for an employer's participation is that the job must be full-time (a minimum of 30 hours per week) and at least minimum wage. The funds are used to pay for the costs associated with training only. They are not used to supplement salaries. The monies can be used for books, materials, instructor fees, etc. The regional website address is www.thumbworks.org and the office phone number is (810) 664-1680.

Other job training and employment assistance programs are available through the State of Michigan Department of Labor and Economic Growth. The state website address is www.michigan.gov/mdcd. The main phone number for the department is (517) 373-1820.

Industrial Tax Incentives²

Local units of government can provide tax abatements to industrial businesses. Provisions are included in Public Act 198 of 1974. Eligible projects include new or expanded manufacturing facilities and new or used manufacturing equipment. Abatements are granted for a period of up to 12 years for one-half of the taxable value of the project or equipment, according to the tax abatement policy of the municipality. Industrial facilities tax abatements are available to any Michigan manufacturer under Public Act 198 of 1974, as amended. The Act provides significant tax incentives for renovation and expansion of aging plants, construction of new plants and establishment of research and development laboratories. For new construction the Act provides for a 50 percent reduction in both real and personal property taxes for up to a period of 12 years. Plant rehabilitation allows for the property values to be frozen at the pre-rehabilitation levels. Rehabilitation work is tax exempt up to 12 years.

Water Pollution Control Tax Abatement

Under P.A. 222 of 1966, all water pollution control equipment and facilities are exempt from real and personal property, as well as State sales and use taxes.

Air Pollution Control Tax Abatement

Air pollution and control equipment is also exempt from real and personal property taxes and sales and use taxes under P.A. 250 of 1965, as amended.

Local Programs

Several programs also exist at the local level, including:³

- ❑ Lapeer Development Corporation Revolving Loan Fund.
- ❑ Imlay City Revolving Loan Fund.
- ❑ City of Lapeer Tax Increment Financing Authority Revolving Loan Fund.
- ❑ Façade Loan Funds in Lapeer, Imlay City, and Almont through their Downtown Development Authorities (DDAs).
- ❑ Tax abatements through local units of government within Lapeer County.
- ❑ Enterprise Center of Lapeer Business Incubator Program.

Tax Increment Financing (TIF)

Lapeer County currently has 11 Tax Increment Financing Authorities (TIFAs). These TIFAs are predetermined geographic areas that are able to capture incremental tax revenue and use the revenues for public improvements within that area. TIF revenues can be used for projects such as street lighting, paving, and road striping in a downtown area, to property acquisition and facilities installation in preparation for an industrial park.

Other Programs

The Michigan Economic Growth Authority (MEGA) offers tax credits toward the Michigan Single Business Tax (SBT) for eligible companies. MEGA allows the State of Michigan to provide a tax credit to eliminate the SBT liability on expansion-related expenses.

Economic Club of Lapeer

The Economic Club of Lapeer holds several luncheons throughout the year with featured speakers who discuss current issues affecting the local, state or federal economy. Membership dues for the Economic Club of Lapeer support the economic development efforts of the Lapeer Development Corporation.

¹Program descriptions taken from the MECD website: www.michigan.mecd.org

²Information taken from Michigan Economic Growth Authority (MEGA) website: www.growthalliance.com

³Information courtesy of the Lapeer Economic Development Corporation: www.lapeerdevelopment.com

Economic Development Resources

Lapeer Development Corporation

www.lapeerdevelopment.com

Michigan Economic Development Corporation

www.medc.michigan.org

Michigan Works!

www.michiganworks.org

Michigan Department of Labor & Economic Growth

www.michigan.gov

13.3 State and Federal Programs and Funding

The State of Michigan and the Federal Government has given many tools in the form of State Acts and state and federal funding initiatives for usage by the Townships, Villages, Cities, and Counties.

Michigan State Housing Development Authority (MSHDA)**Home Improvement Program (HIP)**

This program provides low interest loans for home improvements through local lending institutions. The Home Improvement Program (HIP) is not targeted to any specific area, but can be utilized County-wide. Interest rates on loans are related to income. The property must be twenty years or older in age or in need of repair. The loans must be utilized to correct items that are hazardous to health and safety, or for items related to energy conservation.

Neighborhood Improvement Program (NIP)

The Neighborhood Improvement Program (NIP) is another home improvement program developed by MSHDA, but it is directed toward specific revitalization areas. Loans, with interest rates dependent on income, are made available to homeowners within such areas. The program operates very similarly to the HIP with local lending institutions participating in the program.

Community Development Block Grant Program (CDBG)

The Community Development Block Grant program is an annual allocation of the U.S. Department of Housing and Urban Development to local governments for a wide range of community

development activities, including housing rehabilitation, public and neighborhood improvements and economic development activities that primarily benefit low and moderate income persons.

Tax Increment Financing (TIF)

Tax increment financing is a popular means of financing public facilities such as roads, water and sewer, and other public facilities, that are needed for development. Governmental units should consider implementing this technique to issue bonds to pay for public improvements necessary to support the identified development projects. The bonds are paid off by capturing those increases in property taxes that flow from the private investment made possible by the public improvements.

Brownfield Financing Redevelopment Acts, Public Acts 381, 382, and 383 of 1996

These acts establish an alternate method of utilizing the TIF financing mechanism. A community and landowner or potential user working together to finance the cleanup and reuse of contaminated property can use this new initiative. Costs that can be funded include the demolition of buildings if necessary to remove the hazardous substances, and new construction if it is needed to protect against exposure to hazardous substances that are to remain. An important feature of this new initiative is that it restores the ability to capture state and local school taxes but only from the taxes paid by the user of the redeveloped contaminated site.

The Brownfield Act has recently been amended to allow the TIF funds to be used for redeveloping obsolete buildings/uses that contribute to the negative conditions within a Brownfield Area.

Downtown Development Authority (DDA), Public Act 197 of 1975

A Downtown Development Authority (DDA) is a non-profit development corporation that exists for the purpose of promoting a desirable environment for businesses and residents and implementing economic revitalization projects. Projects can be implemented by the DDA through a variety of financing techniques, including bond issues, tax increment financing, and public and private contributions. The Community currently does not have an active DDA, and should consider creating one.

The foregoing state enabling legislation plays an important part in expanding the capability of the Community to attract and accommodate economic development. A successful program, however, is predicated in major part on having the fiscal resources necessary to support or provide for development or redevelopment activities. Without some financial participation by the community, many projects have little chance of becoming reality.

A critical element for spurring economic development is the creation within the community of profit-making opportunities for the private sector. Without the basic profit incentive built into a project, its chances of success will be limited. Thus, if conditions appear to be shaky for a particular project the community wants to see built, the community must be prepared to advance risk capital that may not otherwise be available.

Corridor Improvement Authority, Public Act 280 of 2005

A Corridor Improvement Authority may be create and would operate in a manner similar to a Downtown Development Authority. Once created, a corridor authority could establish a tax increment finance plan, levy a special assessment, and issue revenue bonds and notes. A determination is required that it is "necessary for the best interests of the public to redevelop its commercial corridors and to promote economic growth."

The state enabling legislation would allow for the redevelopment of commercial corridors that are at least 30 years old that meet certain qualifying criteria. The County could assist the Townships in the establishment of multiple districts as long as the properties did not overlay districts. Further, agreements could be entered into with adjoining communities to operate and administer the authorities.

Special Assessment

This technique allows for the financing of public improvements through the assessing of property taxes, on an equitable basis, to benefiting property owners in a specific geographical district. Special assessments have been used most often for the providing of sewer, water, street lighting, and road improvements to a defined district.

Rehabilitation Act, Public Act 344 of 1945

Act 344 of the Public Acts of 1945 is the basic Michigan rehabilitation statute. It provides powers and procedures for local governments to acquire, assemble, and finance the redevelopment of blighted areas for general rehabilitation purposes.

Section 202/8

This is a federally sponsored program that provides mortgage financing and rent subsidies for the construction and maintenance of elderly housing. Only non-profit, private organizations (such as churches, unions, fraternal and other non-profit organizations) are eligible sponsors; but local governments usually cooperate in the assembly of land, applications, public improvements and supportive actions. Such projects are tax-exempt, but the State rebates an equivalent amount to local tax jurisdictions.

Land and Water Conservation Fund

These grants are 50/50 matching grants for land acquisition and development of outdoor recreation facilities. Eligible projects receive a reimbursement from the Federal government equal to half the total project cost. The other half may be provided in the form of cash outlay, donation of land, or by credit for certain locally assumed costs. To be eligible, the Community must have an approved, up-to-date recreation plan that has been formally adopted by the Community Board.

Facilities, which may be developed with these funds, include, but are not limited to, soccer fields, ball diamonds, tennis courts, playgrounds, fitness trails, picnic areas, archery ranges, and ice rinks.

Michigan Natural Resources Trust Fund

This fund replaced the Michigan Land Trust Fund in October 1985. All proposals for local grants must include a local match of at least 25 percent of a total project cost. Projects eligible for funding include:

- ❑ Acquisition of land or rights to land for recreational uses or for protection of the land for environmental importance or scenic beauty;

- ❑ Development of public outdoor recreation or resource protection facilities (i.e., picnic areas, winter sports areas, playgrounds, ball fields, tennis courts, trails, etc.);
- ❑ Indoor facilities if their primary purpose is to support outdoor recreation. Eligible indoor facilities include nature interpretive buildings and park visitor centers. Also eligible are outdoor recreation support buildings such as restrooms, maintenance, and storage buildings. Proposed local government fund recipients must have a recreation plan no more than five years old and that is approved by the Michigan Department of Natural Resources.

Shared Credit Rating Program - Michigan Municipal Bond Authority (MMBA)

This program created under Act 227 of 1985 offers municipalities the opportunity to take advantage of the State's improved credit rating. Because the MMBA is authorized to issue bonds to make loans to Michigan municipalities through the purchase of municipal obligations, the Authority allows municipalities to borrow funds for their capital and operating needs without going to the expense or trouble of entering the bond market on their own.

The MMBA sells tax-exempt bonds in the national municipal bond market. Proceeds from the sale are used to make loans to eligible Michigan communities by purchasing their bonds.

In essence, the MMBA "bundles" smaller local debt issues into a larger, more attractive bond issue and then offers it to the national market. By consolidating numerous local bond issues, local units save on printing costs, rating agency fees, and credit enhancements. As participating communities make principal and interest payments to the Authority to repay their debt, the Authority uses these payments to repay the Authority's bond.

Maintenance of Shopping Areas Act, Public Act 260 of 1984

An amendment of Act. No. 120 of 1961 authorizes cities to establish special assessment districts to be used for the maintenance of commercial areas.

Act No. 260, Public Acts of 1984, re-titled the original to read: An act to authorize the redevelopment of principal shopping areas of certain cities; to permit the creation of revenue and the bonding of certain cities for such redevelopment projects. Basically, Public Act

260 expands the original act to allow the use of special assessment districts to be used not only for the redevelopment project, but now, also for the continued and on-going maintenance, promotion, and security of a redevelopment project. The act also provides for the creation of a board for the management of activities within the redevelopment project, and allows for the issuance of special assessment bonds in anticipation of future collections of special assessments for the redevelopment.

Intergovernmental Cooperation

Public Act No. 425 of 1984 deals with inter-governmental land transfer for economic development projects, instead of through annexation. In the past, as many economic development project expanded beyond one governmental unit's boundaries, it required annexation of land area from the neighboring unit. Implementation of Public Act No. 425 will permit this process to occur by a conditional transfer of property controlled by a written contract between affected units for renewable periods of up to 50 years.

This act will allow two or more units of government to actually share a given land area (sort of a joint custody) for purposes of economic development projects.

The sharing, under this act, may involve public services, taxes, and other general revenue, as provided by contract, rather than the all or nothing approach of annexation. In addition, there are many other Michigan laws, which provide for intergovernmental cooperation on mutually beneficial projects.

Commercial Rehabilitation

The successful implementation of commercial rehabilitation projects can be achieved through a working partnership between: the public sector, including the Community and other public agencies, and the private sector, consisting of concerned merchants, owners, community organizations, and financial institutions. The role of the County in this concerted effort includes providing or sharing the following:

1. **Planning and Design**

Specific plans and/or design after physical inventory and analysis of existing conditions within the commercial districts, including public right-of-way and private land and buildings.

2. Public Improvements

Specific projects based on planning recommendations that can include parking, pedestrian and vehicular circulation, utilities, signage, and landscaping.

3. Management

Structuring the public/private partnership and over-all responsibility for a comprehensive program within the commercial districts, including the resources necessary to initiate private input, involvement, execution, and administration over the longer term.

- ❑ Continue the popular annual planning seminars. Devote part of the annual County Planning Seminar to a special issue. Recent seminars focused on these types of issues such as corridor planning, capital improvements programming, and open space/cluster housing.
- ❑ County planning could initiate special planning and zoning training seminars. Various participating townships that might not have sufficient funds to support a seminar separately could jointly fund these seminars.
- ❑ County Planning staff could initiate an informational feedback page or question and answer page in local newspapers (such as in the Lapeer Plus insert in the Flint Journal).

4. Financing

Facilitating methods for financing the costs of commercial including pursuit of grant opportunities; implementing state economic development mechanisms; assisting in establishing loan funds; establishing special assessments districts; and issuing bonds for improvements, land acquisition and/or development.

Transportation Enhancement Act (TEA-21)

Transportation Enhancement Act (TEA-21) grants is available for improvements to the Community's transportation system, including motorized and non-motorized systems. This federal program provides funding for all types of transportation-related projects, and has been used throughout Michigan by communities to further a range of improvements.

Private Grants and Contributions

Private sources for grants also exist. Foundations and utility companies are a common source for private grants for municipal projects. These grants are usually special purpose and limited to specific geographic areas.

APPENDIX 1

Lapeer County Road Projects

APPENDIX 2

TDR sample Ordinance

APPENDIX 3

Visioning Sessions

APPENDIX 4

Lapeer County Parks



SAMPLE ORDINANCE USING TRANSFER OF DEVELOPMENT RIGHTS WITHIN A PLANNED DEVELOPMENT

ARTICLE PLANNED UNIT DEVELOPMENT (PUD) DISTRICT

Section Intent.

It is the intent of this Article to allow the use of the planned unit development (PUD) process authorized by the Township Zoning Act (P.A. 184 of 1943, as amended) as an optional method of development review and approval. This Article has been established for the purposes of:

1. **Conserving prime farmlands and rural open space.** Consistent with the provisions of Michigan Public Act 228 of 2003, it is the intent of this Article to promote and encourage the conservation of prime farmlands and rural open space in the Township through the transfer of residential development potential from off-site prime farmland parcels to development parcels within zones planned for higher density residential uses.
2. **Promoting innovative development.** Promoting innovation in the development and use of land consistent with its location, character, and adaptability.
3. **Implementing the Master Plan.** Encouraging development that is consistent with the Township's Master Plan.

The provisions of this Article are intended to result in land development substantially consistent with zoning standards generally applied to the proposed uses, while allowing for the option of Township approval for limited modifications from the applicable standards of this Ordinance as applied to a particular site and development project.

Section _____ Scope.

The provisions of this Article may be applied to any parcel of land under single ownership in any zoning district, subject to a determination that the proposed project and site satisfy Section _____ (Eligibility Criteria). These regulations are not intended as a device for ignoring the more specific standards of the Township, or the planning upon which the standards are based.

The PUD process shall not be used in situations where the same land use objectives can be accomplished by the application of conventional zoning provisions or standards. Further, PUD projects shall not materially add public service or facility loads beyond those contemplated in the Master Plan or other adopted policies or plans.

Section _____ Eligibility Criteria.

To be eligible for planned unit development (PUD) approval, the applicant shall demonstrate to
McKenna Associates

the Planning Commission's satisfaction that the following criteria will be met:

1. **Conservation of agricultural land.** Long-term conservation of agricultural land in the Township will be achieved, where such land could otherwise be subdivided or converted to non-agricultural uses through development permitted by this Ordinance.
2. **Sufficient land area for proposed uses.** The PUD site shall include a minimum of 20 acres of contiguous land. Additional non-contiguous land areas within the Township may be included as part of the proposed open space dedications for a PUD project.
3. **Compatibility with the planned development intent.** The proposed development shall be consistent with the intent and spirit of these regulations, as stated in Section 14.01 (Intent).
4. **Compatibility with the Master Plan.** The proposed development shall be compatible with the Township's Master Plan.
5. **Availability and capacity of public services.** The proposed type and intensity of use shall not exceed the existing or planned capacity of existing public services and facilities, including police and fire protection, traffic capacity of the Township's public roads, drainage and stormwater management facilities, availability of water, and capacity of existing or planned sanitary sewer facilities.
6. **Public benefit.** A recognizable and material benefit will be realized by both the future users of the development and the Township as a whole, where such benefit would otherwise be unachievable under the provisions of this Ordinance.

Section _____ Use Standards.

Proposed uses within a PUD project shall be compatible with the goals and objectives of the Township Master Plan, as determined by the Planning Commission, and shall conform to the following standards:

1. **Permitted uses.** Permitted uses within the development area of a PUD project shall be limited to the following use groups defined in Article _ (Land Use Table): RESIDENTIAL USES, OFFICE, SERVICE, AND COMMUNITY USES, and COMMERCIAL USES.
2. **Exclusions.** Specific use groups or individual uses may be excluded by the Township Board from any PUD, upon recommendation by the Planning Commission.
3. **Use standards.** The specific standards of Article __ (Use Standards) shall apply to all uses permitted within a PUD project.
4. **Non-residential uses in a residential PUD.** Where the Township's Master Plan designation is residential, the Township Board may permit a limited range of non-

residential uses within a PUD project, subject to a Planning Commission recommendation and the following:

- a. Permitted non-residential uses shall be limited to five percent (5%) of the gross area of the residential land and ten percent (10%) of the gross floor area of any building occupied by residential uses.
- b. Permitted non-residential uses shall be primarily designed and operated for the use and benefit of the residents of the development.

Section _____ Residential Development Standards.

The purpose of this Section is to address the unique characteristics and development requirements of residential planned developments. The intensity and layout of residential uses in a planned unit development (PUD) project shall be subject to the following:

A. Minimum Permitted Density.

The maximum permitted density of a residential PUD project shall be determined as follows:

1. **Minimum required land area per dwelling unit.** The maximum permitted dwelling unit density shall be based upon the Township Master Plan's future land use designation for the PUD project site and the following minimum required land areas per dwelling unit:

Township Master Plan Designation	Minimum Required Land Area Per Dwelling Unit
Agricultural (AG-1)	20.0 acres
Agricultural (AG-2)	5.0 acres
Low-Density Single-Family Residential	2.5 acres
Medium Density Residential	0.5 acres
Commercial or Industrial	
Floodplain/Nature Preserve Area	20.0 acres

2. **Dwelling unit density calculation.** The maximum permitted dwelling unit density shall be calculated as follows:
 - a. Determine the buildable area (in acres) of the PUD project site by subtracting land areas occupied by road rights-of-way, easements, regulated wetlands, and waterbodies from the gross land area.

- b. Divide the buildable area (in acres) of the PUD project site by the minimum required land areas per dwelling unit for the site, as specified in Section _____
- c. The resulting number is the maximum permitted number of dwelling units per net acre of land allowed for the PUD project. Any fractional units shall be discarded.

B. Density Bonus for Off-Site Open Space Preservation.

The Township Board may, after recommendation from the Planning Commission, permit a residential PUD project to include a density bonus above the number of dwelling units otherwise permitted by Section _____ (Maximum Permitted Density), subject to the following:

1. **Minimum conservation area.** The proposed PUD shall include conservation of a minimum of 20 acres of non-contiguous farmland or active agricultural land designated on the Township Master Plan's future land use map as "Agricultural" or "Floodplain/Nature Preserve Area."
2. **Bonus dwelling unit calculation.** The number of bonus dwelling unit allowed within the development area of a residential PUD project shall be calculated as follows:

Township Master Plan Designation	Number of Bonus Dwelling Units Allowed
Agricultural	One (1) bonus dwelling unit for each five (5) acres of conserved land
Floodplain/Nature Preserve Area	One (1) bonus dwelling unit for each ten (10) acres of conserved land

3. **Standards for areas to be conserved.** Land proposed to be conserved shall be primarily used for farmland or active agricultural uses. Such land may include one (1) rural residential dwelling and customary accessory structures and farm buildings. The Township Board may, after recommendation from the Planning Commission, accept or reject any land area proposed for conservation.
4. **Maximum residential density.** The maximum permitted dwelling unit density within a PUD project, including permitted bonus dwelling units, shall not exceed the following:

Township Master Plan Designation	Maximum Dwelling Unit Density	Percent Increase Allowed over Section 14.05A
Agricultural	0.05 dwelling units/acre	0%

Township Master Plan Designation	Maximum Dwelling Unit Density	Percent Increase Allowed over Section 14.05A
Low-Density Single-Family Residential	0.5 dwelling units/acre	20%
Medium Density Residential	6.0 dwelling units/acre	200%
Commercial or Industrial		
Floodplain/Nature Preserve Area	0.050 dwelling units/acre	0%

5. **Conservation easement.** Such non-contiguous farmland or active agricultural land to be conserved as part of the PUD approval shall be protected by a dedicated conservation easement, subject to the following:
- a. The conservation easement shall ensure to the Township Attorney's satisfaction that conserved open space areas will be permanently preserved and irrevocably committed for that purpose.
 - b. The agency or entity intended to receive and hold the conservation easement holder shall be identified. The agency or entity shall demonstrate to the Township's satisfaction that it has the capability to hold and maintain the easement.
 - c. The conservation easement shall describe the permitted use(s) of the conserved open space, including specific restrictions regarding use, alteration, and permitted development activities.
 - d. The landowner shall be responsible for maintaining the conserved land in accordance with the conservation easement provisions. Public access to non-contiguous, conserved farmland or active agricultural land shall not be required for a conservation easement under this Section.
 - e. The conservation easement shall include procedures for periodic verification by the easement holder that the conserved land has been maintained in compliance with the conservation easement.
 - f. The conservation easement shall be recorded with the Monroe County Register of Deeds to provide record notice of the restrictions to all persons having a property interest in the conserved open space areas.

Section _____ Development Standards.

A planned unit development (PUD) project shall be consistent with the following general standards for the type, bulk, design and location of structures, common space, and public facility

requirements. The Township Board may waive or modify the standards of this Section, upon determination that an alternative standard would be in accordance with the intent of this Article.

A. Unified Control.

The entire area of the proposed development shall be under single ownership or unified control, such that there is a single entity having responsibility for completing the entire project. This provision shall not prohibit a transfer of ownership or control, provided that notice of such transfer is given in advance to the Zoning Administrator and a unified ownership remains.

B. Dimensional and Use Standards.

The area, height, lot, yard, and bulk standards of Article _ (Dimensional Standards) shall apply to uses permitted within a PUD project. These requirements may be modified within the PUD project, subject to approval by the Township Board after recommendation by the Planning Commission.

C. Roads and Access.

The internal circulation system shall provide adequate means of access and circulation, subject to the following:

1. **Roads.** The proposed development shall provide logical extensions of existing or planned public and private roads in the Township, and shall provide suitable road connections to adjacent parcels, where applicable. Roads shall be designed to meet the engineering standards of the Township or Monroe County Road Commission, as applicable.
2. **Pedestrian pathways.** To provide access to all common areas and uses, the Planning Commission may require any of the following pedestrian facilities to be provided within and through a PUD project:
 - a. Minimum five (5) foot wide concrete sidewalks along interior and perimeter roads serving the development.
 - b. Paved pedestrian paths constructed of asphalt, crushed limestone or similar durable materials.

Where required, such paths shall include logical connections to and extensions of pedestrian paths outside of the PUD project area.

3. **Traffic impacts.** Traffic to, from, and within the site shall not be hazardous or inconvenient to the project or to the neighborhood. In applying this standard, the Planning Commission shall consider, among other things, convenient routes for pedestrian traffic, relationship of the proposed project to main thoroughfares and road intersections; and the general character and intensity of the existing and potential development of the neighborhood. The Planning Commission may require the applicant to submit a traffic impact study for review, per Section ____ (Traffic Impact Studies).

D. Common Recreation Areas.

PUD projects that include residential uses shall provide one (1) or more areas of land reserved for passive or active recreational uses, or for the preservation of natural features within the development area. Such common recreation areas shall subject to the following:

1. **Minimum area.** A minimum of twenty percent (20%) of the net contiguous land area of the PUD project shall be designated and maintained as common recreation areas accessible and available to the residents of the PUD project.
2. **Continuity.** The location of such common recreation areas shall be coordinated with surrounding uses and lands, as well as the natural features of the site.
3. **Wetlands, floodplains or open water.** A maximum of twenty-five percent (25%) of any required common recreation area may be occupied by wetlands, floodplains or open water.
4. **Use of common recreation areas.** Common recreation areas may be used for nature preserves, passive recreation (walking paths, trails, etc.), active recreation (riding stables, playgrounds, ball fields, golf courses, etc.), or any of the ANIMAL AND AGRICULTURAL USES listed in Article 3 (Land Use Table) except livestock production facilities.
5. **Not included as recreation areas.** Common recreation areas shall not include land areas occupied by road rights-of-way, driveways, off-street parking areas or the lot area of individual lots within the PUD.
6. **Dedication.** The applicant shall provide for a conservation easement, deed restriction, Master Deed or similar device satisfactory to the Township Attorney to ensure that the common recreation areas will be irrevocably committed for that purpose. Such conveyance shall:
 - a. Indicate the proposed use(s) of the common recreation areas.
 - b. Include a long-term maintenance plan for the common recreation areas, including standards and provisions for financing of future maintenance and improvements. Such areas shall be maintained by the private property owners with an interest in the open space.
 - c. State whether public access will be allowed for such common recreation areas.
 - d. Provide notice of possible assessment to the private property owners by the Township for the cost of necessary maintenance, in the event that a lack of maintenance causes the open space to become a public nuisance.
 - e. Be recorded with the Monroe County Register of Deeds to provide record notice of the restrictions to all persons having a property interest in the PUD.

E. Infrastructure.

Road, drainage and utility design shall meet or exceed the applicable Township, county, and state requirements. All utilities shall be installed underground, where feasible. Drainage structures (detention/retention basins, swales) shall be designed to blend with the site's topography and minimize the need for perimeter fencing.

F. Other Site Improvements.

Exterior lighting, signs, structures, landscaping, and other improvements shall be designed and constructed to be consistent with the rural character of the Township, existing and planned land uses, and the site's natural features. Except where specifically permitted by the Township Board as a modification, all standards of this Ordinance shall apply to a PUD project.

Section _____ Project Phasing.

Where a planned unit development (PUD) project is proposed to be constructed in phases, the project shall be so designed that each phase shall be complete in terms of the presence of services, construction, facilities, and open space, and shall contain the necessary components to ensure the health, safety and welfare of the users of the planned development, and the residents of the Township. If a project will be constructed in phases, the following shall apply:

1. A narrative description of the phased process that describes all work to be done in each phase shall be submitted to the Planning Commission.
2. A phase shall not be dependant upon subsequent phases for safe and convenient vehicular and pedestrian access, open spaces or recreation facilities. Each phase shall be designed to provide a proportional share of the common open space required for the entire project.

Section _____ Conceptual PUD Plan Review.

Applicants are encouraged to meet informally with the Zoning Administrator, other Township officials or designated Township consultants to discuss a proposed development concept, site issues, application of Ordinance standards, and Township land development policies and procedures, prior to submitting plans for formal review.

1. **Planning Commission review.** Any person may also request that a conceptual PUD plan be placed on a regular Planning Commission meeting agenda as a discussion item for review and comment. The conceptual plan shall include the following minimum information:
 - a. **Ownership interest.** Declaration of all persons with an ownership interest in the land on which the PUD project will be located, including a description of the nature of each entity's interest (e.g. fee owner, option holder, lessee or land contract vendee).
 - b. **Proposed use.** The proposed use(s) of the PUD project, including the dwelling unit density of proposed residential uses, size and location of

proposed recreation areas, and gross floor area and land area of any non-residential uses.

- c. **Circulation.** The vehicular and pedestrian circulation system planned for the proposed development, including the designation of any road(s) for private ownership or dedication to the public.
 - d. **Road layout.** The location of existing roads adjacent to the development, with details for the location and design of interior roads and access drives, and proposed connections to abutting roads.
 - e. **Structures and improvements.** The proposed layout of structures, parking areas, and other improvements.
 - f. **Drainage.** Site drainage patterns, including topography and flow directions.
 - g. **Natural features.** Specific locations and dimensions of wetland areas, wetland buffers, floodplain, and significant natural features such as tree stands, unusual slopes, streams and water drainage areas.
 - h. **Conservation areas.** The location and gross land area of any proposed off-site open space conservation areas shall be provided.
2. **Comments not binding.** Comments and suggestions by the Township regarding a conceptual plan shall constitute neither an approval nor a disapproval of the plan, nor shall the Township be bound in any way by such comments or suggestions in preparing for formal submittal or review of a PUD site plan.

Section _____ PUD Review Procedures.

This Section is intended to provide a consistent and uniform method for review of planned unit development (PUD) applications per the standards of this Ordinance. Approval of a PUD application shall require an amendment to the Zoning Ordinance to revise the official Zoning Map. PUD applications shall be subject to review and recommendation by the Planning Commission and approval by the Township Board in accordance with the following:

A. Application Requirements.

The application shall be submitted by the owner of an interest in land for which planned development approval is sought, or by the owner's duly designated agent. The PUD application and development plan shall be prepared in the manner specified in this Article.

The PUD application materials, required fees, and sufficient copies of the completed development plan shall be submitted to the Zoning Administrator for review. PUD applications or development plans that are found by the Zoning Administrator to be incomplete or inaccurate shall be returned to the applicant, and shall not be formally reviewed until revised to be substantially complete.

B. Required Information.

The following written documentation and graphical information shall be included as part of any PUD application submitted for review and recommendation by the Planning Commission, and authorization by the Township Board:

1. Documentation that the PUD application satisfies the standards of Section _____(Egibility Criteria).
2. Detailed descriptions and documentation for all proposed uses, per Section 14.04 (Use Standards). If the PUD will contain a residential component, dwelling unit density calculations shall be included, per Section _____ (Residential Development Standards).
3. Total site acreage and percent of total PUD project in various uses, including the proposed density of residential uses. If a density bonus is proposed, documentation shall be including indicating how the project meets the criteria listed in Section _____ (Density Bonus for Off-Site Open Space Preservation).
4. Identification and descriptions of any proposed modifications from the standards of this Ordinance.
5. A detailed development plan, as applicable to the type of project proposed, shall be submitted by the applicant in accordance with the following:
 - a. A detailed site plan, per the requirements of Section _____ (Required Information for Site Plans).
 - b. A final preliminary plat in conformance with the Land Division Act (P.A. 288 of 1967, as amended).
 - c. A condominium subdivision plan as provided by Article 13 (Condominium Regulations) and the Condominium Act (P.A. 59 of 1978, as amended).
6. Depiction of proposed development phases and estimated schedule for completion, per Section _____ (Project Phasing).
7. Other data and graphics that will serve to further describe the proposed PUD, and any additional information required by the Zoning Administrator or Planning Commission to ensure complete and efficient review of the proposed development.

C. Technical Review.

Prior to Planning Commission consideration, the PUD application and development plan shall be distributed to appropriate Township officials and staff for review and comment. The Zoning Administrator may also submit the application and development plan to applicable outside agencies and designated Township consultants for review.

D. Public Hearing.

Upon receipt of a complete preliminary PUD submittal, a public hearing shall be scheduled and held before the Planning Commission in accordance with the Township Zoning Act (P.A. 184 of 1943, as amended) and Section 12.03 (Public Hearing Procedures). The Planning Commission and Township Board may hold a joint public hearing on a PUD application.

The public hearing and notice required by this Section shall satisfy the public hearing and notice requirements of the Township Zoning Act (P.A. 184 of 1943, as amended) for amendment of the Zoning Ordinance.

E. Planning Commission Recommendation.

After the public hearing, the Planning Commission shall review the PUD application and development plan, together with any reports and recommendations from Township officials, consultants, and other reviewing agencies, along with any public comments. The Planning Commission shall make a determination based on the requirements of this Article and Ordinance, and shall submit a report on the public hearing and the Planning Commission's recommendation to the Township Board in accordance with the following:

1. **Tabling.** Upon determination by the Planning Commission that the PUD application or development plan is not sufficiently complete for consideration, failure of the applicant to attend the meeting, or upon request by the applicant, the Planning Commission may postpone consideration and action on the PUD application and development plan until a later meeting.
2. **Recommendation of approval.** Upon determination that the PUD application and development plan conforms with the standards of this Article and Ordinance, the Planning Commission may recommend to the Township Board that the PUD application, development plan, and Zoning Map amendment be approved.
3. **Recommendation of approval subject to conditions.** The Planning Commission may recommend approval of a PUD application, development plan, and Zoning Map amendment to the Township Board, subject to reasonable conditions necessary to:
 - a. Ensure that public services and facilities affected by the proposed development will be capable of accommodating increased service loads caused by the development.
 - b. Protect the natural environment and conserve natural resources and energy.
 - c. Ensure compatibility with adjacent uses of land.
 - d. Promote the use of land in a socially and economically desirable manner.
 - e. Protect the public health, safety, and welfare of the individuals in the development and those immediately adjacent, and the community as a whole.

- f. Achieve the intent and purpose of this Article and Ordinance.
4. **Recommendation of denial.** Planning Commission shall recommend to the Township Board that the PUD application be denied upon determining that the PUD application or development plan:
- a. Fails to meet the PUD eligibility standards of Section 14.03 (Eligibility Criteria);
 - b. Fails to conform with specific provisions of this Article or Ordinance;
 - c. May be injurious to the public health, safety, welfare or orderly development of the Township; or
 - d. Is otherwise not in conformance with the intent of this Article.

A written record shall be provided to the applicant and the Township Board listing the reason(s) for such denial.

F. County Review of the proposed PUD rezoning.

The proposed Zoning Map amendment associated with the PUD application shall be subject to review and recommendation by the Monroe County Planning Commission in accordance with the Township Zoning Act (P.A. 184 of 1943, as amended). Following Township Planning Commission action on the PUD application, the Zoning Administrator shall transmit a copy of the PUD application materials to the County Planning Commission, along with a copy of the public hearing record and Township Planning Commission recommendations.

G. Preparation of a PUD Agreement.

Upon a recommendation of approval or approval with conditions by the Planning Commission, the applicant shall prepare a written agreement setting forth all conditions of approval of the PUD application, development plan, and Zoning Map amendment to ensure that the PUD project will conform with the standards of this Article and Ordinance.

- 1. **Review and recommendation.** The Township Attorney and Zoning Administrator shall review the proposed agreement, and may require revisions to the proposed agreement to ensure conformance with the standards of this Article and Ordinance. The Zoning Administrator may also submit the proposed agreement to applicable outside agencies and designated Township consultants for review.
- 2. **Minimum contents.** The agreement shall, at a minimum:
 - a. Incorporate by reference the final approved PUD plan.
 - b. List all conditions of approval, as recommended by the Planning Commission.

- c. List the proposed use(s) of the PUD project, including the dwelling unit density of proposed residential uses, size and location of proposed open spaces, and gross floor area and land area of any non-residential uses.
- d. Provide the legal description of the entire project, and specify the gross and net land area of the PUD project and gross land area of all dedicated open space conservation areas.
- e. Identify and describe all conservation easements, maintenance agreements, and dedications for common recreation areas, rights-of-way, utilities, and other infrastructure associated with the PUD.
- f. Detail a program and related financing mechanisms for maintaining common areas and other site improvements as shown on the PUD plan.
- g. Detail a program and related financing mechanisms for maintenance of private roads and infrastructure improvements required to serve the PUD project as shown on the approved PUD plan.
- h. Verify that the site will be developed in strict conformance with the approved PUD plan and any conditions of approval, and that existing site features will be preserved as shown on the approved plan.
- i. Provide a detailed timeline for completion of all phases or components of the PUD project, as shown on the approved PUD plan.

H. Township Board Authorization.

Following review and recommendation of the PUD application by the Planning Commission, and review of the proposed PUD agreement by the Zoning Administrator and Township Attorney, the applicant shall submit sufficient copies of the PUD application, development plan, and agreement to the Township Board for review and final action. The Township Board shall review the PUD application and development plan, together with any reports and recommendations from Township officials, consultants, and other reviewing agencies, and any public comments from the public hearing record.

- 1. **Additional public hearing.** Upon receipt of the PUD application and Planning Commission recommendation, Township Board, solely at their option, may schedule and hold an additional public hearing.
- 2. **Determination.** The Township Board may approve, approve with modifications, or deny the PUD application, development plan, and Zoning Map amendment, or may refer the PUD application back to the Planning Commission for further consideration or revision. The applicant shall be notified of the Township Board's action in writing, which shall identify all findings relevant to the action.

I. Effect of PUD Approval.

Approval of a planned development application shall constitute an amendment to the Zoning Ordinance. The approved PUD plan, development agreement, and any

McKenna Associates

conditions of approval, shall constitute an inseparable part of the zoning amendment, and all improvements and land uses shall conform with the approved PUD plan and agreement.

1. The Township Clerk shall designate the subject property on the Official Zoning Map as "PD#___," using a sequential numbering system that identifies each PUD project.
2. The Township Clerk shall publish notice of the adoption of the Zoning Map amendment in accordance with the requirements set forth in the Township Zoning Act (P.A. 184 of 1943, as amended).
3. The applicant shall record the approved PUD agreement with the Monroe County Register of Deeds Office, and shall provide proof of recording and a copy of the recorded documents to the Township.

J. Outside Agency Permits or Approvals.

The applicant shall be responsible for obtaining all necessary permits or approvals from applicable outside agencies, prior to the start of development or construction on the site.

K. Construction Plans.

Where detailed construction or engineering plans are required by the Township, Monroe County or other agency with jurisdiction, the applicant shall submit a copy of such plans to the Zoning Administrator for review. The Zoning Administrator or designated Township consultants shall verify that the site design and improvements shown on the construction or engineering plans are consistent with the approved PUD plan and agreement, except for changes that do not materially alter the approved site design, or that address any conditions of approval.

Construction or engineering plans that are determined by the Zoning Administrator to be inconsistent with the approved PUD plan and agreement shall be subject to review and approval as an amendment to the approved PUD, per Section 14.11 (Amendments), prior to the start of development or construction on the site.

Section _____ Appeals.

The Zoning Board of Appeals shall have no authority to consider any appeal of a decision by Township Board or Planning Commission concerning a planned development application.

Section _____ Amendments.

Amendments to an approved PUD shall be subject to the following:

1. **Minor amendments.** The following amendments to an approved PUD plan shall be considered minor amendments, which shall be subject to review and approval by the Planning Commission:

- a. Substituting landscape materials, provided a nurseryman or landscape architect certifies that the substituted species is of a similar nature or quality.
 - b. Limited alterations to the location or design of exterior light fixtures, signage, fencing, accessory structures, and similar site improvements, provided that the design and location are consistent with the overall site design and the requirements of this Ordinance.
 - c. Similar changes that, in the determination of the Planning Commission, will not adversely impact the overall PUD site design, intensity of proposed uses, general configuration of buildings and uses on the site, demand for public services or intent of this Article.
2. **Other amendments.** All other amendments to an approved PUD shall be subject to review and approval in accordance with the procedures specified in this Article for approval of a new PUD application.

Section _____ Expiration of PUD Approval.

If construction has not commenced within two (2) years of final PUD approval by the Township Board, all PUD approvals become null and void and a new PUD application shall be required to continue the project. Upon written request received prior to the expiration date, Township Board may grant one (1) extension of up to 365 calendar days, provided that the approved PUD plan remains in conformance with the intent and eligibility requirements of this Article, and adequately represents current conditions on and surrounding the site.

Section _____ Fees and Performance Guarantees.

Fees for the review of a conceptual, preliminary or final planned unit development submittal shall be in accordance with the schedule of fees adopted by resolution of the Township Board and Section 1.08 (Fees and Performance Guarantees). The applicant shall reimburse the Township for any outstanding review costs and fees, prior to PUD approval. Performance guarantees may be required for all public and common improvements in single- and multi-phased developments, in accordance with Section 1.08 (Fees and Performance Guarantees). Costs estimates for completing such improvements shall be made or verified by the Township Engineer.

Section _____ Compliance Required.

No construction, grading, tree removal, topsoil stripping or other site improvements or alterations shall take place, and no permits shall be issued for development on a zoning lot under petition for PUD approval until the requirements of this Article have been met.

Any violation of the approved PUD plan or agreement shall be considered a violation of this Ordinance, which shall be subject to enforcement action and penalties as described in this Ordinance.

Section _____ Rescinding Approval of a PUD.

Approval of a planned development may be rescinded by the Township Board upon determination that the approved PUD plan or PUD agreement have been violated, or that the site has not been improved, constructed or maintained in compliance with approved permits, approved PUD plan or PUD agreement. Such action shall be subject to the following:

1. **Public hearing.** Such action may be taken only after a public hearing has been held by the Township Board in accordance with the procedures set forth in Section _____ (Public Hearing Procedures), at which time the developer of the PUD project, the owner of an interest in land for which PUD approval was sought, or the owner's designated agent, shall be given an opportunity to present evidence in opposition to rescission.
2. **Determination.** Subsequent to the hearing, the decision of the Township Board with regard to the rescission shall be made and written notification provided to the developer, owner or designated agent.

Results from Visioning Sessions

DISTRICT #1: OREGON TOWNSHIP

[Marathon; Oregon; & Elba Townships; Village of Otter Lake; Village of Columbiaville]

- Keep growth commercial growth within the City's which can adequately provide services/infrastructure
- Provide support to the Villages
- Have clean water, soil, and air; pollution free uses.
- Coordinate development among Lapeer communities and around the region.
- Expand educational opportunities- Lapeer to have its "own" college.
- Countywide trash collection/recycling
- Have 'magnet' events/increase Tourism
- Return to business to the 'owntowns"/provide support to revitalize
- Agricultural Industry will remain viable; preserve natural resources
- A mass transit system; train; bus; etc.
- More natural beauty roads.
- County-wide law enforcement/County jurisdiction (District) Fire / and services
- More senior housing; options; less manufactured home parks.
- Develop an urban growth boundary.

DISTRICT #3: GOODLAND TOWNSHIP

[Arcadia, Burlington, Burnside, Goodland, North Branch Townships; Villages of Clifford and North Branch]

- ½ of the Land open space with farmland set aside (reality-> residential development)
- Cluster residential development on one driveway.
- 1st time homeowners/seniors need housing that is cost available.
- Denser developments where public infrastructure exists.
- North Branch where soil is not conducive to agriculture becomes good for housing.
- Jobs - Industry; Agriculture /non farm; Medical/dental professions
Emergency/urgent care facility; Restaurants (home style) not fast food; Business / trucking for area with under utilized roadways.
- Use redevelopment of existing structures where infrastructure exists.
- Cooperative planning between/among adjacent communities (does not mean loss of local control). Maintain local control but institute intergovernmental cooperation.
- Like to see planned change

DISTRICT #2: DEERFIELD TOWNSHIP

[Rich & Deerfield Townships]

- Increased county parks; provide more active recreation.
- County seek more cultural activities; theater; music; art.
- Encourage better designed/planned communities/open space planning.
- Specialty commercial uses in the Downtown areas.
- Convert undesirable uses (junk yards) into user-friendly areas/parks.
- Utilize natural features to attract people to the County/tourism
- Eliminate reliability on septic systems
- Obtainable housing developments- smaller lots; condominiums; senior housing.
- Have more focused development/regulated to help eliminate sprawl.
- Planned commercial developments; not scattered.
- A college/university for Lapeer County (not an extension).
- A regional connection between Lapeer and larger cities; mass transit; train; etc.
- Active and viable farming industry.

DISTRICT #4: MAYFIELD TOWNSHIP

[Mayfield & Lapeer Townships; City of Lapeer; Elba Island]

- Provide for guided, more organized development of land.
- Have a countywide sewer/septic system.
- Keep similar and viable land uses together; develop in corridors versus scattered development.
- Attract industries/jobs which are 'clean'- no smoke stacks.
- Assure that land use mistakes of other areas/regions are not repeated in Lapeer County.
- More 'family oriented' recreational opportunities.
- Avoid strip commercial developments; encourage unique developments.
- Provide adequate senior citizen housing.

DISTRICT #5: METAMORA TOWNSHIP

[Hadley & Metamora Townships]

- Provide complete road network/additional highway exit.
- Let infrastructure help guide development not be reactive to it.
- Encourage open-space developments; farmland preservation.
- Maintain Lapeer as the 'core' city
- Minimize "strip" commercial developments/promote well planned commercial uses.
- Discourage tall 'Southfield' type buildings.
- A good mix housing types; affordable; senior citizen housing.
- Retain large-lot residential developments [market driven].
- Higher educational opportunities.
- Improve M-24 corridor; provide better circulation in/out of Lapeer.
- Controlled industrial development; create job opportunities.

DISTRICT #6: ATTICA TOWNSHIP

[Attica & Dryden Townships; Village of Dryden]

- Slower residential growth; more managed.
- County takes the lead on targeting sewer/water.
- Adopt policies that discourage sprawl.
- Provide adequate housing alternatives for the elderly/senior citizens.
- Countywide police protection.
- Obtainable housing/first time homebuyers.
- Alternative development options to reduce sprawl (open space).

DISTRICT #7: IMLAY TOWNSHIP

[Almont & Imlay Townships; City of Imlay City; Village of Almont]

- Targeted economic development opportunities; attract a larger talent pool.
- Have an identifiable industrial or commercial corridor.
- Consider development impact fees for large-scale developers.
- Gravel roads to be paved.
- Provide housing for the elderly/aging population.
- Have adequate infill housing in the urban areas/transitional housing.
- Increase job opportunities to keep people working in the County.

LAPEER COUNTY CAPITAL PROJECT REQUEST WORKSHEET			Dept. and Activity:							Date Prepared:		
			Submitted by:									
Project Title:		Project Description and Location:										
Department Priority:		Project Justification:										
Current Status	% Complete	Relevant Studies, Plans, etc.										
Preliminary Design:												
Plans and Specs:		Alternatives Considered:										
Construction:		Relationship to Others Projects or Funding Sources:										
Expenditure History		Programmed expenditure Schedule (\$0.00)										
Year First in CIP		Cost Element	Actual in 2005	Estimated In 2006	Budget F.Y. 2007	Fiscal Year 2008	Fiscal Year 2009	Fiscal Year 2010	Fiscal Year 2011	Fiscal Year 2012	Beyond F.Y. 2012	Total
Year of First Appropriation		Preliminary Planning	\$	\$	\$	\$	\$	\$	\$	\$		\$
Initial Cost Estimate	\$	Design/Engineering	\$	\$	\$	\$	\$	\$	\$	\$		\$
Other Non-Capital Cost	\$	Land Purchase	\$	\$	\$	\$	\$	\$	\$	\$		\$
Impact on Operating Budget		Site Improvement	\$	\$	\$	\$	\$	\$	\$	\$		\$
Annual Operating Cost	\$	Construction	\$	\$	\$	\$	\$	\$	\$	\$		\$
Annual Maintenance Cost	\$	Furniture/Fixtures	\$	\$	\$	\$	\$	\$	\$	\$		\$
Other Non-Capital Cost	\$	Other	\$	\$	\$	\$	\$	\$	\$	\$		\$
Land Acquisition Needed: If so, status:		TOTAL	\$	\$	\$	\$	\$	\$	\$	\$		\$
		Proposed Method of Financing				Net Effect on County Revenue			\$			NOTES: - Identify project location on attached map. - See attached instructions for completing this form.
		Current Revenue		\$		Tax Gain or Loss			\$			
		General Obligation Bon		\$		Other Income			\$			
		Revenue Bond		\$		Salvage Value of Replaced Assets			\$			
		Capital Reserve		\$		NET TOTAL			\$			
Comments:		Special Assessment		\$								
		State Grant/Loan		\$								
		Federal Grant/Loan		\$								
		Other:		\$								