



# Mackinac County Master Plan 2013

# **MACKINAC COUNTY MASTER PLAN**

Mackinac County  
Michigan

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# **CHAPTER 1 INTRODUCTION**

## **Purpose of a County Master Plan**

Since 1945, Michigan statutes have permitted county government to play an active role in planning for the future by making and adopting a master plan. The county planning commission is the public body responsible for preparing the plan. The law requires that: "In the preparation of a county development plan, the planning commission shall make careful and comprehensive studies of the existing conditions and probable growth of the territory within its jurisdiction." The plan's purpose is "the coordinated, adjusted and harmonious development of the county." Land use issues may be addressed by the plan, and planners may project 20 years or more into the future (MCL 125.104 Sec. 4, as amended).

In preparing a master plan, the county planning commission is authorized to:

- Conduct studies, investigations, and surveys relative to the economic, social, and physical development of the county.
- Formulate plans and make recommendations for the most effective economic, social, and physical development of the county.
- Cooperate with all departments of the state and federal governments and other public agencies; and consult with adjacent counties.

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

## **The County Planning Commission and Its Role**

In Mackinac County, the planning commission is a seven-member body (see cover page for a listing of current planning commission members). Members are appointed by the Mackinac County Board of Commissioners to serve three-year staggered terms. Planning commissioners are intended to represent a broad spectrum of community interests, including agriculture, recreation, commerce, industry, government, education, transportation, environment, and so on. Planning commissioners may come from many walks of life, but they all contribute their time and talent to the local planning process. In addition to the responsibility of preparing a master plan, the planning commission may make recommendations on planning and zoning issues submitted by townships and cities in the county and adjacent communities. In performing these jobs, citizen volunteers on the commission may be assisted by paid staff persons or by consultants.

For the purpose of writing the 2007 county's master plan, the county board first retained professional planning consultant services from U.P. Engineers and Architects, Inc. to assist in the preparation of *Mackinac County Fact Book*, which contains statistics and background information, and the firm of Wade Trim, Inc. to help in the development of goals, objectives, and future land use recommendations. Additionally, county staff from the Michigan State University Extension office assisted in plan preparation. This planning team served in an advisory capacity, because state law makes planning policy decisions and plan adoption the specific responsibility of the planning commission.

Minor revisions were undertaken by the Planning Commission in 2013. Eastern U.P. Regional Planning & Development Commission assisted with updating census data, revising maps, adding county ownership maps, getting document draft ready for review, and mailing draft materials out for review. The Planning Commission intends to have the revised Mackinac County Master Plan adopted by early fall 2013.

### **Role of the Public in the Planning Process**

Recent amendments to Michigan's planning law require that the county notify and communicate with municipalities within and around its jurisdiction before, during and after plan preparation. Additionally, a mandatory public hearing on the master plan must be held by the planning commission prior to plan adoption.

Beyond these required consultations with the public, the Mackinac County Planning Commission requested input and ideas from local units of government and private citizens at several key points in plan preparation. First, the planning schedule included several public forums at different locations throughout the county. These meetings were especially important in helping set community goals for the plan. Secondly, the planning team consulted with local government officials at a quarterly meeting of the Mackinac County chapter of the Michigan Township Association. Third, progress reports and planning work products were reviewed at monthly planning commission meetings, where interested members of the public and local officials were welcome to attend. Lastly, copies of draft planning materials, as they were prepared, were available for review and comment on the county's website.

### **Status of Planning and Zoning in Mackinac County**

The Mackinac County Master Plan was adopted in 2007 after considerable public input. Because of this the planning commission felt that only minor revisions were necessary to update the county master plan after six (6) years. The county has no zoning in place, nor is it their intent to establish county wide zoning. Presently, eight of the eleven townships in Mackinac operate their own planning and zoning programs. The three remaining townships, Hendricks, Hudson, and Newton have no local plans and zoning ordinances, because they have sparse populations and large amounts of public land. In Michigan land use law, township-level plans and zoning ordinances take priority over county actions. Counties may not plan or zone for incorporated communities. The City of St. Ignace and the City of Mackinac Island administer their own separate planning and zoning programs. The *Mackinac County Master Plan* will not replace lawfully adopted township or municipal plans and zoning ordinances. On the contrary, the county plan will strive to compliment and incorporate existing local plans, while developing a cohesive and comprehensive plan for all areas of the county.

### **Location and Transportation Links**

Current and future patterns of land use and development grow out of the community's natural, social, and economic history. Before preparing a plan for Mackinac County, it is important to review the community's general characteristics and the significant historic events that continue to influence local land use and development patterns.

Mackinac County is located in the southeastern portion of Michigan's Upper Peninsula and serves as "the gateway to the UP" with the Mackinac Bridge connecting the two peninsulas between Mackinaw City and St. Ignace. A geographic location map is provided as Figure 1 at the end of this chapter. The county has a land area of about 1,022 square miles and 298 miles

of Great Lakes shoreline. As the map shows, the county is very irregular in shape; the east/west distance is 84 miles, while the north/south distance is about 20 miles at the widest point. Some areas are only accessible by ferry. The county's northern edge borders Chippewa and Luce Counties, the eastern boundary is Chippewa County, and Schoolcraft County is on the west boundary. The southern boundaries of the county are adjacent to Great Lakes waters, Straits of Mackinac in the center, Lake Michigan on the west, and Lake Huron on the east. Much of the county is rural in nature and is characterized by low population density. The year 2000 Census registered a county population of 11,943. St. Ignace is the county seat and the largest incorporated community with a population of 2,678. The City of Mackinac Island has a population of 523. The 11 townships within Mackinac County vary in population from Bois Blanc (71 persons) to Clark (2,200 persons). Census figures reflect year-round population, but the county has many seasonal residents as well. Nearly 42 percent of the county's housing units are for seasonal or recreational use, so summertime population is much larger than in winter.

The county's geographic location is relatively remote from large urban areas of Michigan. From the county seat, the nearest larger city in the U.P. is Sault Ste. Marie (52 miles), while Marquette is 162 miles away. It is 288 miles to Detroit, 231 miles to Lansing, and 195 miles to Saginaw. On the other hand, the recreation and resort areas of northern Michigan are in close proximity.

Major transportation routes in the county are I-75 serving north/south traffic between St. Ignace and Sault Ste. Marie. The Lake Michigan coast is served by U.S. 2, and M-134 serves the Lake Huron coastline. M-123 connects St. Ignace to the Paradise and Newberry areas. M-129 is a north/south route between Cedarville and Sault Ste. Marie. M-117 is a north/south route between U.S. 2 and M-28 passing through Engadine.

### **A Brief History of Mackinac County**

According to anthropologists studying ancient human presence throughout North America, the origin of these people is likely from Asia across a land bridge to the area that is now Alaska. The bridge formed during the end of the last Ice Age, about 10,000 to 12,000 years ago. Prior to European settlement, Mackinac County was inhabited by Native American tribes (Chippewa, Ottawa, and Huron), who referred to the area as Michilimackinac. The earliest European visitors, in the 1600's, were French explorers, missionaries, military, and fur traders. St. Ignace, established in 1671, is the third oldest city in the U.S. During the late 1700's and early 1800's, the area passed through French, English, and American hands in a succession of skirmishes.

Because of the isolated location and lack of roads, water transportation was the key to early development and trade. Much of Mackinac County's early settlement began along the Lake Huron and Lake Michigan shorelines. Fur trading and fishing were important early economic activities in the county, followed later by lumbering. The name "Mackinac" is a derivative of the Native American word "Michilimackinac". The traditional interpretation is "Land of the Great Turtle" referring to the shape of Mackinac Island, although other interpretations have been suggested.

Early Mackinac included lands in Michigan and Wisconsin; later the entire Upper Peninsula was Mackinac County. As development occurred and population increased, the county eventually evolved into its present day boundaries. When Michigan statehood was established in 1837, the U.P. was recognized for its great wealth of geological and natural resources. Railroads were developed to transport these resources, and communities grew around the railroads. The area also became a summer tourist haven in later years. Mackinac Island became the second

national park in 1875. In 1895, the U.S. Army closed Fort Mackinac on the island and transferred the land to the state of Michigan, and it is now the Mackinac Island State Park.

Extensive historical facts and details for the Mackinac County area can be reviewed in the *Mackinac County Fact Book*, prepared by U.P. Engineers & Architects, Inc. in 2005 and the *City of St. Ignace Master Plan*, prepared by Wade Trim, Inc. in 2001.



## CHAPTER 2 BACKGROUND INFORMATION

Within the scope of this master planning process, it is important to understand Mackinac County's social and economic characteristics; natural resource; existing land use and land cover patterns; and available facilities and services. In 2005, an extensive research project resulted in the compilation of the county's background information into a document entitled *Mackinac County Fact Book*. The fact book was completed by U.P. Engineers & Architect, Inc. working jointly with the Mackinac County Planning Commission, Mackinac County Economic Development Corporation, and Mackinac County office of MSU Extension. This chapter is a summary of the contents of the fact book, U.S. Census Bureau, state agencies, MSU Extension, and other research sources.

### Social and Economic Characteristics

As shown below, Table 1 illustrates population for all the townships and cities in Mackinac County and the county total comparing 1990, 2000 and 2010. The City of St. Ignace is the most populous community, making up 22.1 percent of the county's total, and Bois Blanc Township is the least populated at less than one percent. However, it is important to note that the Census Bureau does not count persons who winter elsewhere and reside in the county during the warmer months. A high percentage (48.3 percent of the total housing units) of vacation or seasonal homes would indicate that the summer population is much higher. According to the U.S. Census Bureau, the 2010 Census population for Mackinac County was 11,113 or a loss of 830 persons (seven percent) since 2000. Population estimates provided by Eastern U.P. Regional Planning & Development Commission through the EMSI Analyst program project a population of 11,037 in 2011; 10,748 for 2015, and 10,597 for 2020.

<b>Table 1</b> <b>Mackinac County Population by Municipality, 1990-2010</b>				
<b>Municipality</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>% Change 1990-2010</b>
Bois Blanc Township	59	71	95	61.0%
Brevort Township	484	649	594	22.7%
Clark Township	2,012	2,200	2,056	2.2%
Garfield Township	1,156	1,251	1,146	-0.8%
Hendricks Township	161	183	153	-4.9%
Hudson Township	197	214	181	-8.1%
City of Mackinac Island	469	523	492	4.9%
Marquette Township	550	659	603	9.6%
Moran Township	838	1,080	994	18.6%
Newton Township	358	356	427	19.3%
Portage Township	890	1,055	981	10.2%
City of St. Ignace	2,568	2,678	2,452	-4.5%
St. Ignace Township	932	1,024	939	0.75%
<b>Mackinac County Total</b>	<b>10,674</b>	<b>11,943</b>	<b>11,113</b>	<b>4.11%</b>
Source: U.S. Census Bureau, 1990, 2000 and 2010 Census.				

The 2010 county population was 50.5 percent male and 49.5 percent female, and the median age was 49.0 years, as compared to 38.9 years for the state of Michigan. More than 22 percent



of the county population was 65 years of age or older in 2010. Average household size for Mackinac County was 2.22, as compared to 2.49 for the state. Mackinac County's population is 76.5 percent White, 17.3 percent Native American; and 0.2 percent Asian, 1.1 percent Hispanic and 5.3 percent were a combination of two or more races.

According to the 2010 American Community Survey Five Year Estimates, there were 10,831 housing units in the County, 81 percent of which were single-family detached dwellings. The majority were built before 1990. Mackinac County has a median housing value of \$118,000, and Michigan is at \$122,300. Within the county, Mackinac Island has the highest median housing value at \$170,000, and Newton Township has the lowest at \$56,700. Approximately 3.2 percent of county housing units are valued at more than \$500,000, and 17.1 percent are valued at less than \$50,000. Table 2, below, shows the growth in Mackinac County housing stock from 1980 to 2000.

<b>Table 2</b>				
<b>Mackinac County Housing, 1980-2010</b>				
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010-ACS</b>
Total Housing Units	7,624	9,254	9,413	10,831
Occupied Housing	3,680	4,240	5,067	4,927
Owner Occupied	2,911	3,222	4,013	4,000
Renter Occupied	769	1,018	1,054	927
Vacant Housing	3,944	5,014	4,346	5,904
Source: U.S. Census Bureau, US Census Bureau ACS 5 Yr. Data				

Just over 44 percent of the county housing units are for vacation, seasonal, or occasional use. Bois Blanc Township has the highest seasonal housing rate at 90.0 percent, and the City of St. Ignace has the lowest at 8.5 percent.

A small number (95) of Mackinac County residents live in group quarters, including nursing homes, correctional facilities, military quarters, and the like.

Education and income statistics are important factors in analyzing the capabilities of the local work force. According to the American Community Survey (ACS) 5-Year data released in 2010 of Mackinac County's population aged 25 years and older, 41.3 percent are high school graduates (31.5 percent for the state), and 12.5 percent have a bachelor's degree or higher (9.6 percent for the state). According to the 2010 American Community Survey Five-Year Estimates, the median household income for Mackinac County residents was \$39,339, as compared to \$48,432 for the state. While median incomes for county residents are less than the state, both the county and state have nearly identical rates of residents living below the poverty level and 14.8 percent (Michigan) and 14.7 percent (Mackinac County). Overall, wages for Mackinac County residents are low, because many jobs are in the service industries, such as retail trades, lodging, and food service. In addition, these types of jobs are often seasonal. Table 3 shows employment and unemployment statistics, comparing Mackinac County to the state, at five year intervals starting with 1985.

<b>Table 3</b>							
<b>Labor Market Statistics, Michigan and Mackinac County, 1985-2012</b>							
<b>State of MI</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2012</b>
Labor force	4,363,000	4,620,000	4,835,000	5,144,000	5,097,000	4,747,000	4,656,000
Employed	3,924,000	4,262,000	4,577,000	4,953,000	4,754,000	4,147,000	4,242,000
Unemployed	439,000	358,000	285,000	190,000	344,000	601,000	415,000

Jobless rate	10.1%	7.7%	5.3%	3.7%	6.7%	12.7	8.9
<b>Mackinac Co</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2012</b>
Labor force	6,800	6,236	7,274	6,881	6,590	6,038	5,747
Employed	4,950	5,343	6,411	6,368	5,938	5,218	5,159
Unemployed	1,850	893	863	513	652	820	588
Jobless rate	27.4%	14.3%	11.9%	7.5%	9.9%	13.6	10.2
Source: MI Dept. of Technology, Management and Budget, Labor Market Information							

## Natural Resources

Generally, the climate of Mackinac County is similar to other parts of the eastern Upper Peninsula as residents and visitors enjoy pleasant summers, with an average May-September temperature of 70° F. The proximity to Lake Michigan and Lake Huron serves to moderate temperature extremes as compared to inland communities in northern Michigan. Due to prevailing westerly winds coming across Lake Michigan and northerly winds across Lake Superior, spring is late arriving, and first freeze in the fall is delayed. The average date of first fall freeze occurs in mid-October, as compared to several weeks earlier in inland areas. The following table documents some important weather statistics recorded at three different weather stations in the Mackinac County area obtained from the Midwestern Regional Climate Center.

<b>Table 4</b> <b>Climate Summary Statistics (1973-2010)</b> <b>Mackinac County Area</b>			
	<b>St. Ignace</b>	<b>Rudyard</b>	<b>Newberry</b>
January average minimum temperature	12.9° F	7.2° F	7.0° F
January average maximum temperature	26.0° F	25.4° F	22.8° F
July average minimum temperature	58.0° F	52.4° F	53.4° F
July average maximum temperature	75.3° F	78.8° F	76.2° F
Average annual precipitation	27.92"	32.33"	30.92"
Average annual snowfall	91.42"	110.4"	120.84"
Growing season (less than 32° F, 90% of time)	124 days	208 days	161 days
Source: National Climatic Data Center (NOAA) <a href="http://www.ncdc.noaa.gov/land-based-station-data/climate-normals/1981-2010-normals-data">http://www.ncdc.noaa.gov/land-based-station-data/climate-normals/1981-2010-normals-data</a>			

Bedrock is the solid rock under the earth's surface and may be at or near the surface, but in many places in Michigan the bedrock is buried under hundreds of feet of glacial drift. In the case of Mackinac County, bedrock is near the surface in the areas around St. Ignace, Brevort Lake, Moran, and along the eastern portion of the county north of the Lake Huron shoreline. The bedrock geology of Mackinac County was laid down during the Upper and Middle Silurian periods of the Paleozoic Era 220 to 540 million years ago. It is made up of types of limestone, which are heavily mined in the Cedarville area and northwest Newton Township. This non-renewable resource is very economically important to Mackinac County.

The physical landscape of Mackinac County was shaped and transformed by natural forces. As glacial ice sheets advanced and retreated 10 to 12 thousand years ago, the appearance of the region was altered by the scouring and deposition of glacial drift material. In addition, wind and water erosion, surface drainage, and vegetation have changed the topography of the county. The western side of the county along Lake Michigan and U.S. 2 shows heavy concentrations of sand deposits blown in from the erosive actions of wind and water. These sand dunes areas are

ecologically sensitive and are protected from extensive development. Figures 2-A and 2-B on the following pages show the topographic features of the county. As would be expected, the lowest elevations are along the shorelines of Lake Huron and Lake Michigan at approximately 577 feet above sea level. Higher elevations exceeding 950 feet are found in Marquette Township.

Soil conditions are another determinate in land development. Constraints such as hydric or wetland soils and steep slopes may restrict or limit the use of certain lands. This does not mean that development may not occur in these areas, but that construction may be more costly and specific design features may need to be incorporated to offset the constraint. Figures 3-A and 3-B, showing hydric and sloped soils, are meant to be general in nature and are not site specific. For site specific soil detail, the Mackinac County Soil Survey should be consulted.



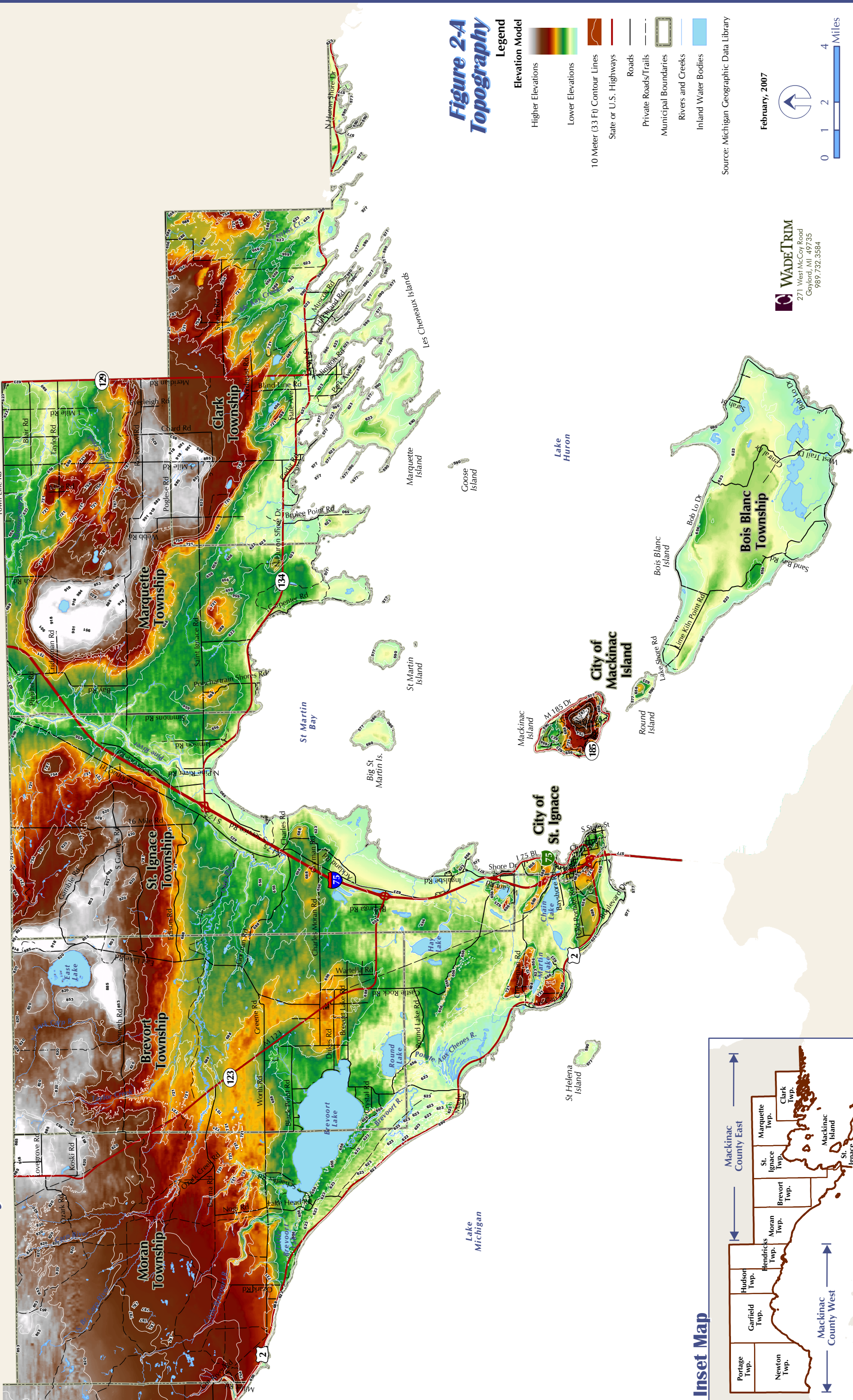


Figure 2-4  
Topography

**Legend**

**Elevation Model**

Higher Elevations

Lower Elevations

10 Meter (33 Ft) Contour Lines

State or U.S. Highways

Roads

Private Roads/Trails

Municipal Boundaries

Rivers and Creeks

Inland Water Bodies

Source: Michigan Geographic Data Library

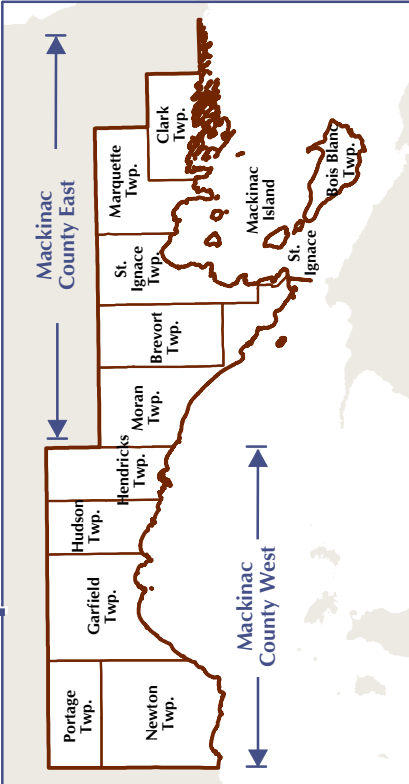
February, 2007

0 1 2 4 Miles

**WADETRIM**

271 West McCoy Road  
Gaylord, MI 49735  
989.732.3584

Inset Map





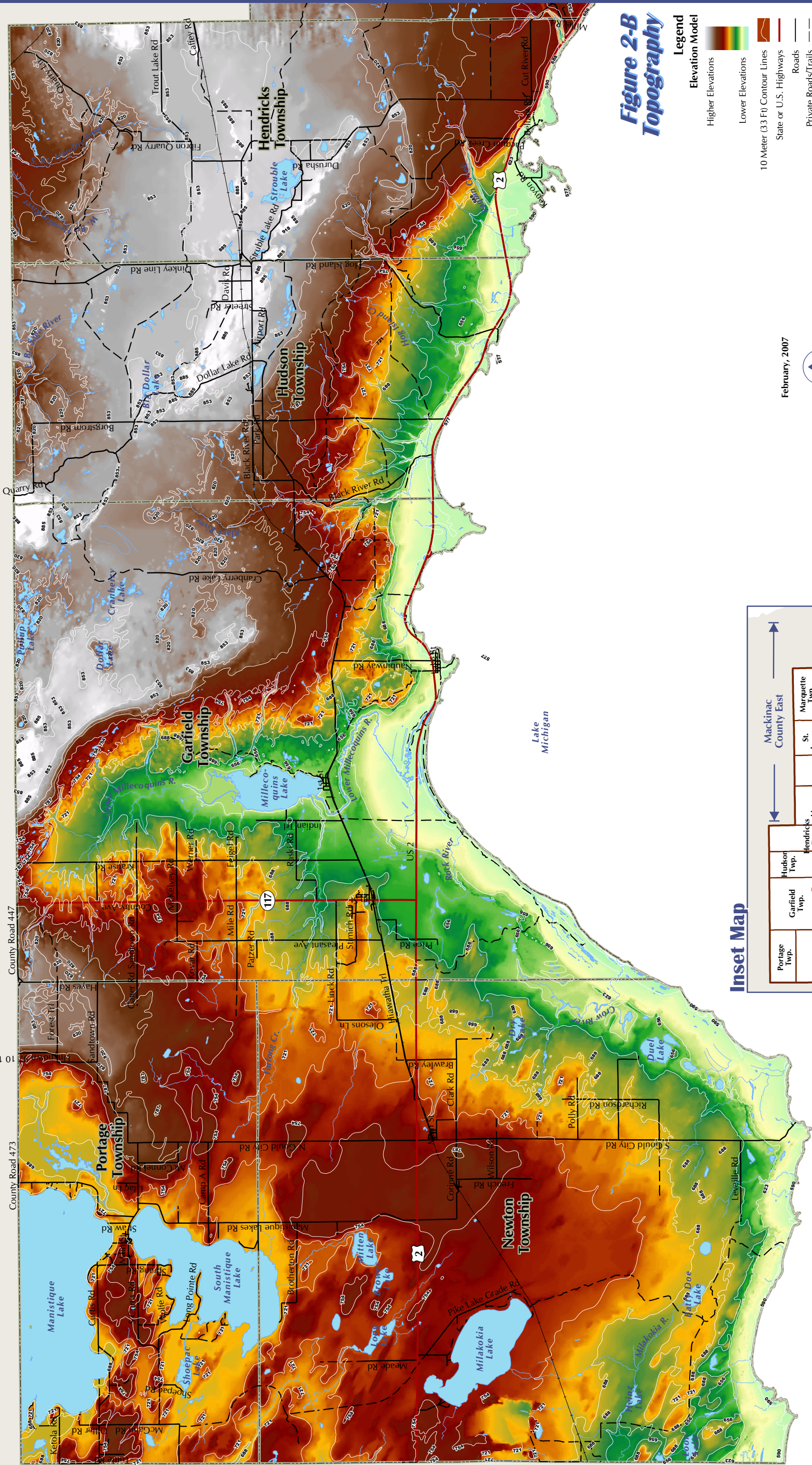


Figure 2-B  
Topography

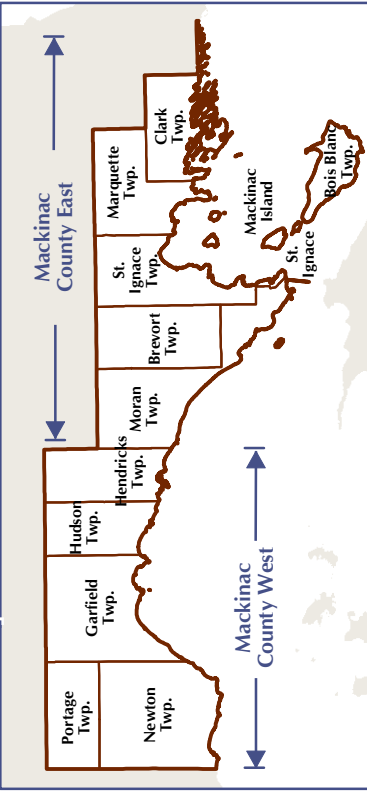
- Legend**
- Elevation Model**
- Higher Elevations
  - Lower Elevations
- 10 Meter (33 Ft) Contour Lines**
- State or U.S. Highways
  - Roads
  - Private Roads/Trails
  - Railroads
  - Municipal Boundaries
  - Rivers and Creeks
  - Inland Water Bodies

February, 2007



Source: Michigan Geographic Data Library

Inset Map





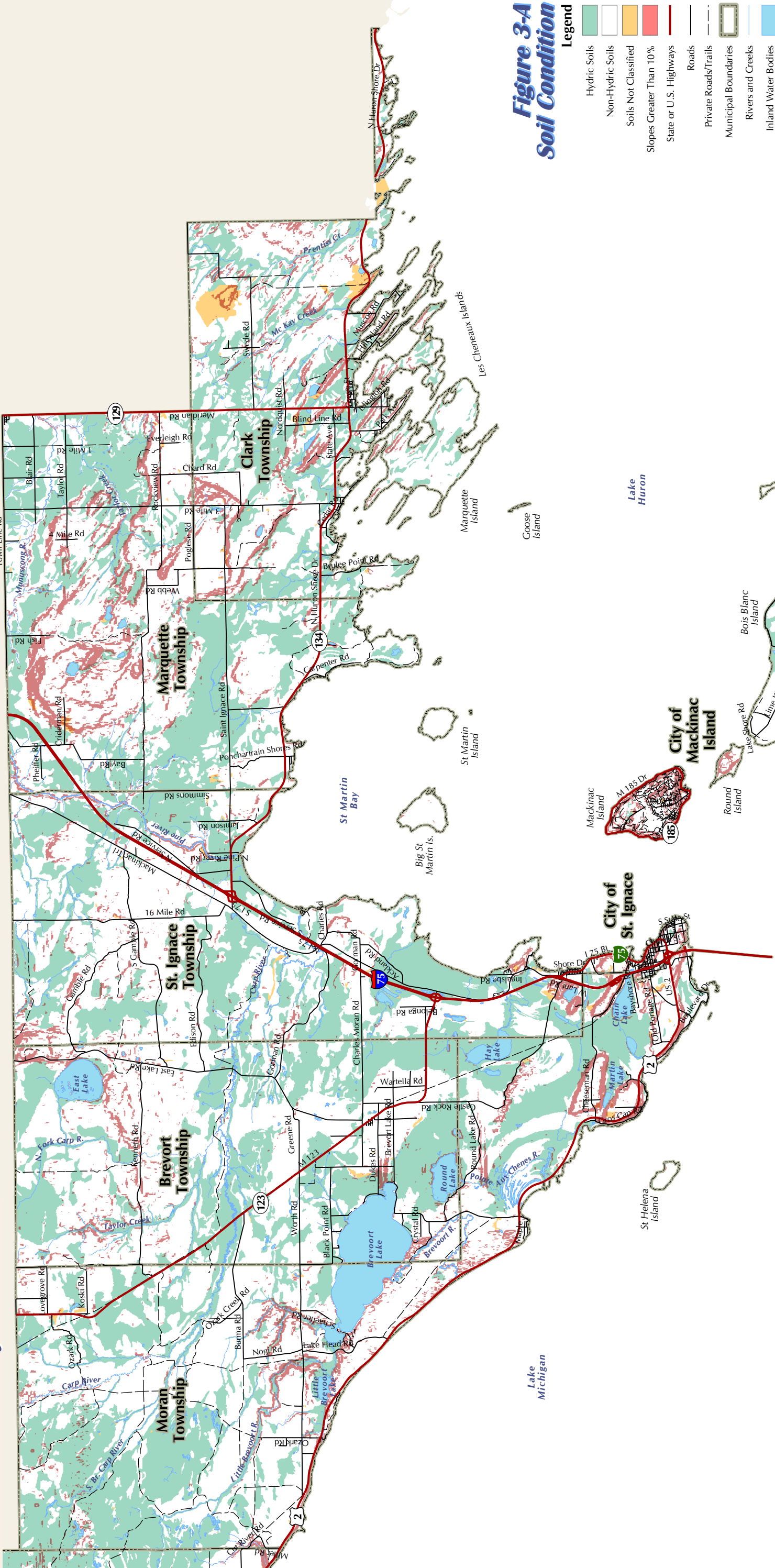


Figure 3-A  
Soil Condition

**Legend**

- Hydric Soils
- Non-Hydric Soils
- Soils Not Classified
- Slopes Greater Than 10%
- State or U.S. Highways
- Roads
- Private Roads/Trails
- Municipal Boundaries
- Rivers and Creeks
- Inland Water Bodies

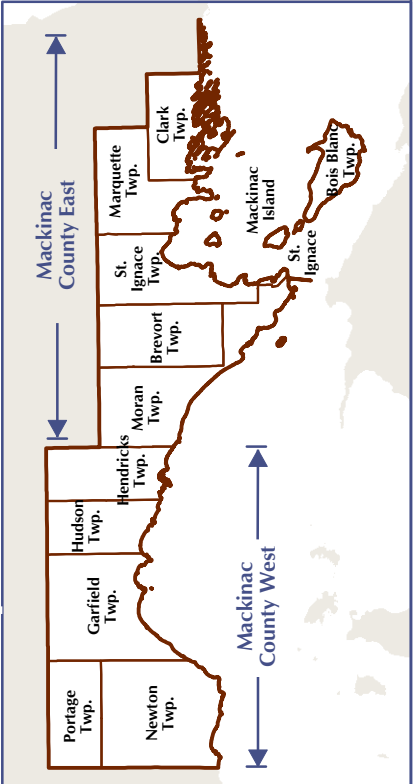
Soils Source: SSURGO Soil Data, Natural Resource Conservation Service.  
Slope Source: Derived from Digital Elevation Model.

February, 2007

0 1 2 4 Miles

**WADETRIM**  
271 West McCoy Road  
Gaylord, MI 49735  
989.732.3584

Inset Map





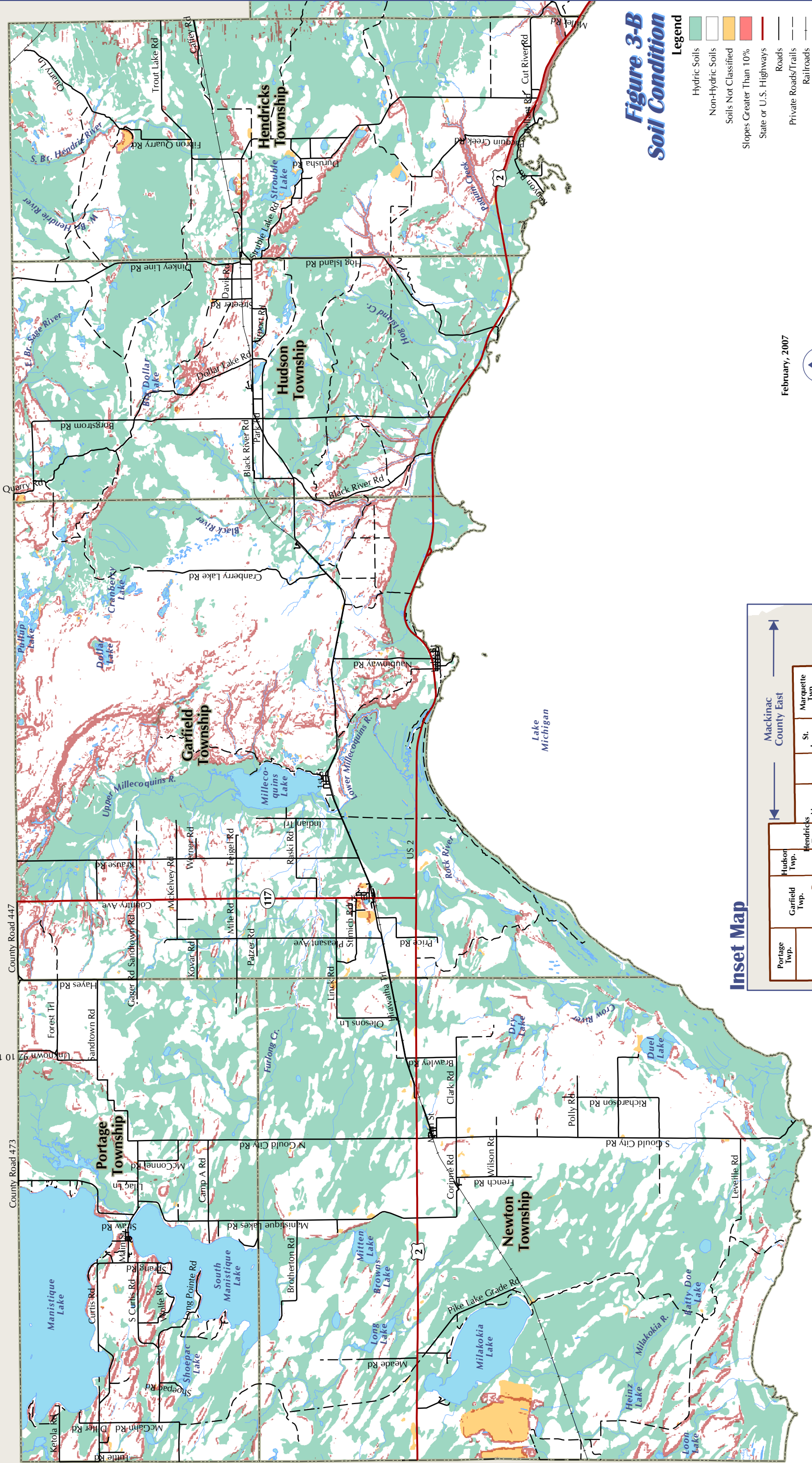


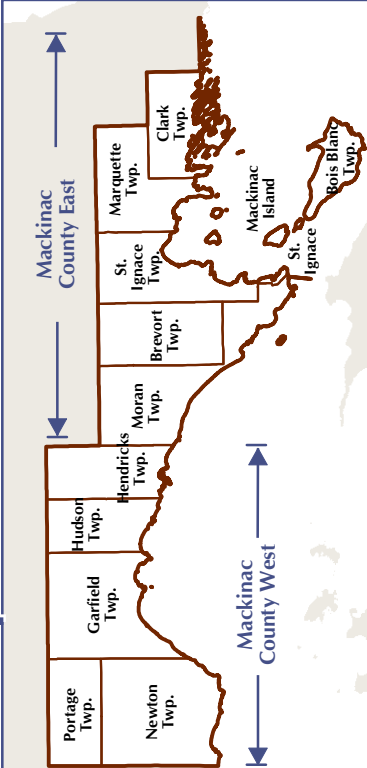
Figure 3-B  
Soil Condition

- Legend**
- Hydric Soils
  - Non-Hydric Soils
  - Soils Not Classified
  - Slopes Greater Than 10%
  - State or U.S. Highways
  - Roads
  - Private Roads/Trails
  - Railroads
  - Municipal Boundaries
  - Rivers and Creeks
  - Inland Water Bodies
- Soils Source: SSURGO Soil Data, Natural Resource Conservation Service.  
Slope Source: Derived from Digital Elevation Model.

February, 2007



Inset Map



Both groundwater and surface water are important environmental features in Mackinac County, because residents and businesses rely on either one for clean drinking water. St. Ignace and Mackinac Island use surface water for their public water systems. The remainder of the county relies on groundwater for drinking water. There are seven major watersheds (areas that drain into a water body) in Mackinac County. The watersheds are Tahquamenon, Manistique, Brevort-Millecoquins, Munuscong (part of the larger St. Mary's River watershed), Carp-Pine, Lake Michigan, and Lake Huron. Mackinac County has many islands, most of which are in the Les Cheneaux area. Mackinac Island (including Round Island) is incorporated as a city, while Bois Blanc Island is an established township.

Wildlife species typically found in Mackinac County and the eastern Upper Peninsula include large mammals such as, whitetail deer, black bear, bobcat, coyote, wolf, and a few moose, and small animals such as squirrels, rabbits, chipmunks, raccoons, mink, otter, beaver, skunk, muskrat, and fox. A variety of bird species are found in Mackinac County, both seasonal and year-round, and include songbirds, shore and water birds, raptors, and game birds. According to the Michigan Natural Features Inventory, plants or animals listed on the federal threatened or endangered list for Mackinac County are Hart's tongue fern, piping plover, Pitcher's thistle, lynx, bald eagle, eastern massasauga, lakeside daisy, dwarf lake iris, Michigan monkey-flower, Houghton's goldenrod, and Hine's emerald dragonfly.

Fishing in the eastern UP region has been a significant part of the area's history, and commercial fishing operations were once very important to the local economy. Today, fishing is primarily recreational, although there are still some tribal commercial fishing operations. The Michigan Department of Natural Resources (DNR) has an active fish stocking program, and according to the agency website, the following stocking activities have occurred, or are on-going, since 1979.

- Bay City Lake: bluegill, largemouth bass
- Brevort Lake: muskellunge, walleye
- Brevort River: rainbow trout
- Carp River: Atlantic salmon, yellow perch, brook, brown, and rainbow trout
- Castle Rock Pond: rainbow trout
- Duel Lake: smallmouth bass
- Edgerly Springs: brook trout
- Fiborn Pond: brook trout, smallmouth and largemouth bass
- Garnet Lake: crappie, yellow perch
- Lake Huron: brown, lake, and rainbow trout, Chinook salmon, muskellunge, smallmouth bass, splake, walleye, yellow perch
- Lake Michigan: walleye
- Little Brevort Lake: largemouth bass, walleye
- North Manistique Lake: walleye
- McAlpine Pond: brook trout, smallmouth and largemouth bass
- Milakokia Lake: smallmouth bass, walleye
- Millecoquin River and Lake: brown trout, smallmouth and largemouth bass, walleye
- Millecoquin Pond: brook trout
- Nunn's Creek: Chinook and Coho salmon, walleye
- Pine River: walleye
- Silver Creek: brook trout
- South Manistique Lake: muskellunge, rainbow trout, walleye
- Steele Creek: brook trout
- Taylor Creek: brook trout

## Existing Land Use and Land Cover

According to the Mackinac County Tourism Profile compiled by MSU Extension, the county's area covers 698,944 acres, consisting of 656,320 acres of land and 42,624 acres of water.

However, the General Land Office Survey from the 1840's shows Mackinac County with 690,966 acres of land. More than 50 percent of the land area is public forest land.

Approximately 85 percent of the land area is covered with public and private forest land. There are 298 miles of Great Lakes shoreline, 347 miles of rivers and streams, 3,781 acres of legislatively protected sand dunes, and several thousand acres of wetlands.

Existing land use maps for both the east and west sides of the county are provided as Figures 4-A and 4-B. These maps were prepared from two data sources: 1998 Land Use/Land Cover Date prepared by Remote Sensing & Geographic Information Science of Michigan State University and 1978 Michigan Resource Information System (MIRIS) Land Use/Land Cover from MDNR. The older data generally covers areas that are all forested and was not updated in 1998.

Based on data from the 2002 Census of Agriculture, there were 76 farms in Mackinac County totaling 20,410 acres of land. The average farm size was 269 acres, and 66 farms were used strictly for cropland covering 12,065 acres. As shown on the existing land use maps, concentrated agricultural areas are shown in northeastern Marquette Township, west-central Garfield Township, eastern Newton Township, and northern Portage Township.

The county is sparsely developed with 10.2 residents and 9.9 housing units per square mile. According to the 2000 U.S. Census, 2,725 residents of the county's total population live in urban areas, while 9,218 live in rural areas. The cities of St. Ignace and Mackinac Island account for the urban population. Residential clusters can be found along Great Lakes shorelines on privately owned properties and some of the county's inland lakes, such as the Manistique Lakes, Milakokia Lake, Millecoquins Lake, East Lake, and Brevort Lake, . Other residential clusters are noted in unincorporated communities, such as Cedarville and Hessel (including the Les Cheneaux Islands) in Clark Township; Point Aux Pins on Bois Blanc Island; Pickford in Marquette Township; Moran in Brevort Township; Brevort in Moran Township; Epoufette in Hendricks Township; Rexton and Garnet in Hudson Township; Gould City in Newton Township; Engadine, Naubinway, and Gilchrist in Garfield Township; and Curtis in Portage Township. Additionally, residential uses are scattered throughout the county, especially along the major roadways.

Some of the larger unincorporated communities also contain commercial and institutional uses (churches, schools, cemeteries, local government buildings, and the like). The incorporated cities of St. Ignace and Mackinac Island have the largest concentrations of commercial, recreational, and institutional uses. A heavy commercial corridor is found along U.S. 2 just west of I-75 in Moran Township.

Extractive activities are noted on the existing land use maps, showing the large limestone quarries in northeast Clark Township and northwest Newton Township. In addition, several other smaller sand or gravel operations are noted in several locations throughout the county. The four public airports are noted on the east side existing land use map (Bois Blanc Township, Mackinac Island, St. Ignace, and Clark Township).



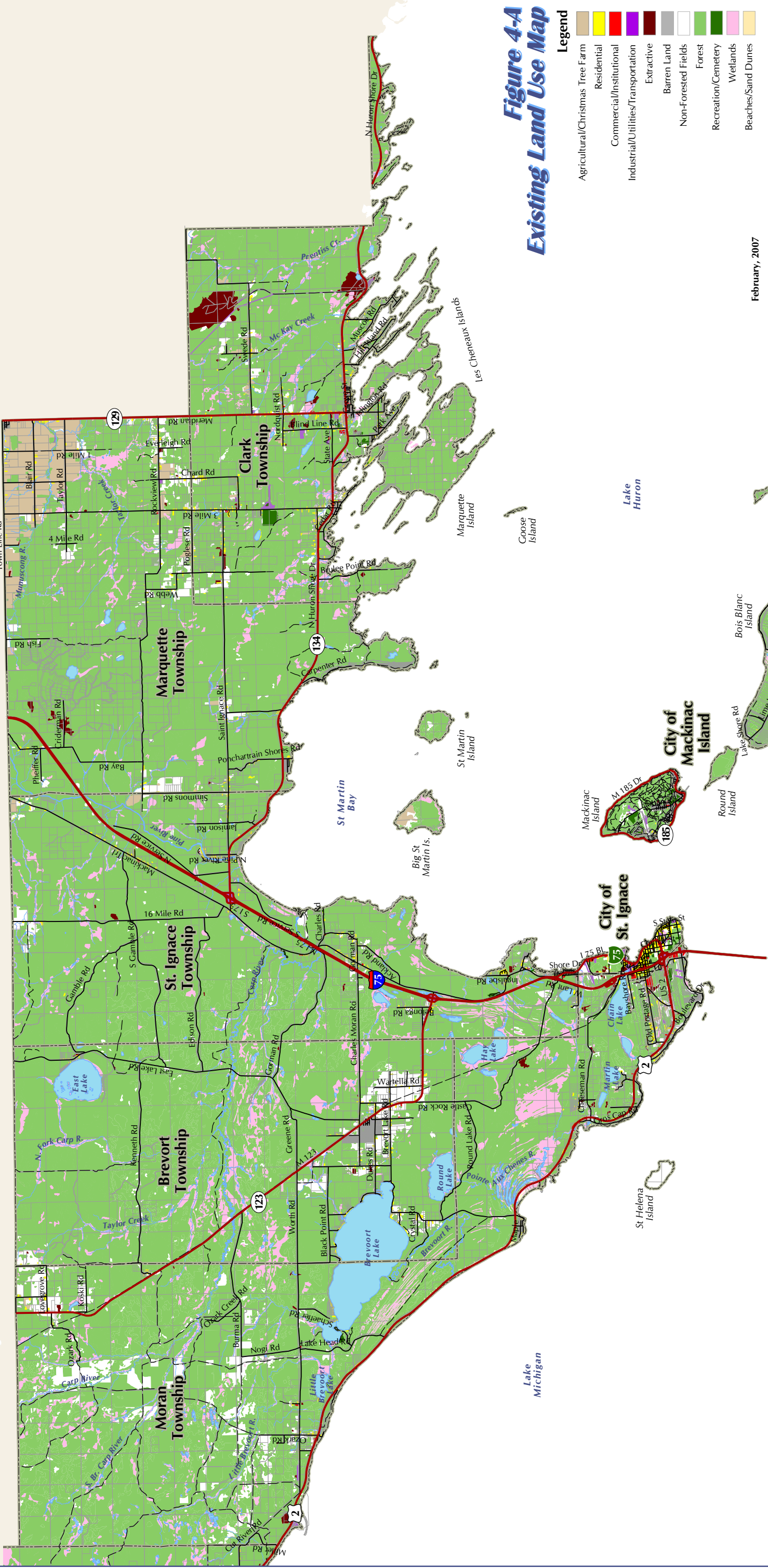


Figure 4-4  
Existing Land Use Map

**Legend**

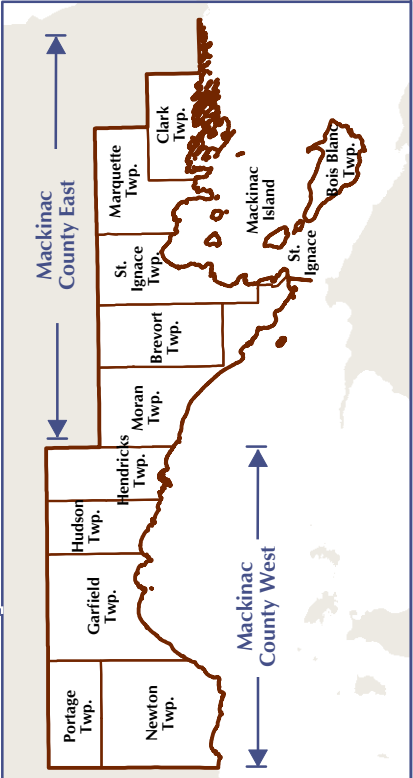
- Agricultural/Christmas Tree Farm
- Residential
- Commercial/Institutional
- Industrial/Utilities/Transportation
- Extractive
- Barren Land
- Non-Forested Fields
- Forest
- Recreation/Cemetery
- Wetlands
- Beaches/Sand Dunes
- State or U.S. Highways
- Roads
- Private Roads/Trails
- Property Lines
- Municipal Boundaries
- Rivers and Creeks
- Inland Water Bodies

February, 2007

0 1 2 4 Miles

**WADETTRIM**  
271 West McCoy Road  
Gaylord, MI 49735  
989.732.3584

Inset Map





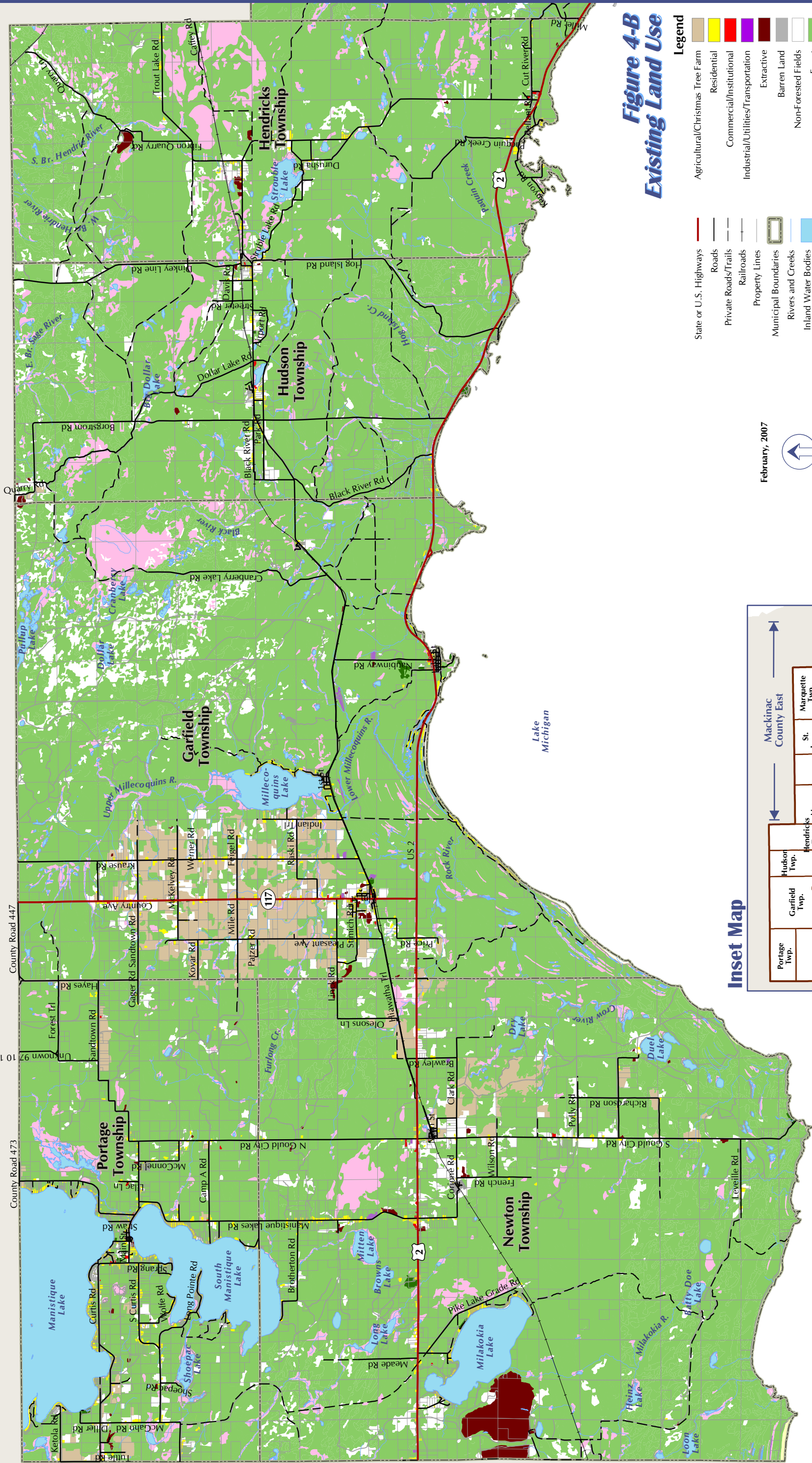


Figure 4-B  
Existing Land Use

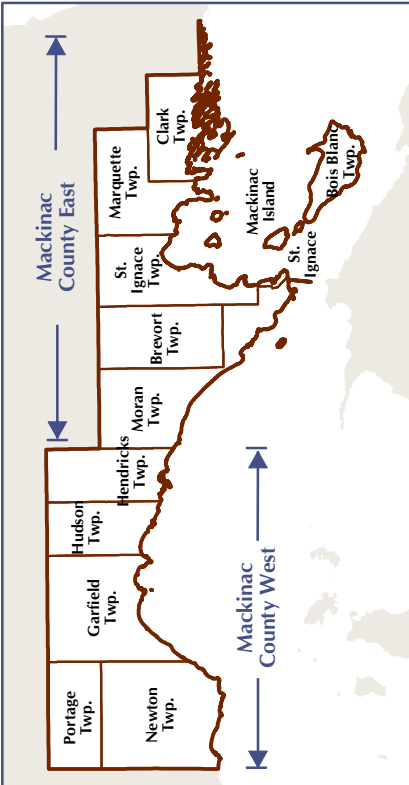
- Legend**
- |                        |                                     |
|------------------------|-------------------------------------|
| State or U.S. Highways | Agricultural/Christmas Tree Farm    |
| Private Roads/Trails   | Residential                         |
| Railroads              | Commercial/Institutional            |
| Property Lines         | Industrial/Utilities/Transportation |
| Municipal Boundaries   | Extractive                          |
| Rivers and Creeks      | Barren Land                         |
| Inland Water Bodies    | Non-Forested Fields                 |
|                        | Forest                              |
|                        | Recreation/Cemetery                 |
|                        | Wetlands                            |
|                        | Beaches/Sand Dunes                  |

February, 2007



Partial Source: 1998 Land Use/Land Cover Data, Remote Sensing & Geographic Information Science, MSU.  
Partial Source: 1978 MIRIS Land Use/Land Cover Data, MDNR.

Inset Map



## Facilities and Services

There are six public school districts where the boundaries are completely within Mackinac County (Bois Blanc Pines-smallest in enrollment, Engadine, Les Cheneaux, Mackinac Island, Moran K-8, and St. Ignace-largest in enrollment) and one charter school, Three Lakes Academy in Curtis. Mackinac County students also attend school districts, where boundaries are partly in Mackinac County (Tahquamenon, Pickford, and Rudyard). Mackinac County residents have access to six libraries (Brevort Township, Curtis, Engadine, Les Cheneaux Community, Mackinac Island, and St. Ignace).

Mackinac County cemeteries are shown below, many of which are significant historic sites.

- Bois Blanc Township – Woodland Glade, McRae (private, not in use)
- Brevort Township – Brevort Township, Immaculate Conception (Catholic Church owned and maintained)
- Clark Township – Edgewood, Fenlons, Italian Hill
- Garfield Township – Engadine, Naubinway, Bethlehem (Lutheran Church owned and maintained)
- Hendricks Township – Caffey, Epoufette
- Hudson Township – Maplewood
- City of Mackinac Island – Protestant, Catholic, Military
- Marquette Township – Cottle, Rockview, Simmons
- Moran Township – Gros Cap, Western
- Newton Township – Newton Township, Polly (private, not in use)
- Portage Township – Woodlawn, Sandtown
- City of St. Ignace – Lakeside, Catholic
- St. Ignace Township – St. Ignace Township, Wequayoc

Primary county law enforcement is provided by Mackinac County Sheriff Department headquartered in St. Ignace and supplemented by Michigan State Police, Sault Tribal Police, St. Ignace Police Department, and Mackinac Island Police Department. The rate of serious crime for Mackinac County is generally low. According to the Michigan State Police website, there were a total of 1,144 offenses in 2011, down from 1,445 offences in 2010. Index crimes in 2011 (murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson) amounted to 393 offences. Non-index crimes in 2011 (non-aggravated assault, forgery, fraud, embezzlement, stolen property, weapons violations, sex offenses, narcotics, family and child, DUI, liquor law, and disorderly conduct) were 750 offences.

For the most part, fire protection is provided by volunteer services as follows: Bois Blanc Township, Brevort Township, Clark Township, Garfield Township, Hendricks Township, Hudson Township, Mackinac Island, Newton Township, and Portage Township. Marquette Township receives fire service from Clark Township and Pickford Township. The St. Ignace Fire Department provides fire protection to the city, Moran Township, and St. Ignace Township. The MDNR field office in Naubinway covers fires on state and private forest land. The USFS field office on U.S. 2 provides fire protection on federal forest land in the central part of the county.

Ambulance service is also mostly provided by volunteers (Clark, Garfield, Hendricks, and Portage townships and Mackinac Island). Marquette Township relies on Clark Township and Pickford Township for ambulance service, and Portage Township serves Newton Township. Allied EMS Systems, Inc. covers Brevort, Hendricks, Hudson, Moran, and St. Ignace townships, as well as the cities of Mackinac Island and St. Ignace.



Mackinac Straits Hospital and Health Center is the main health care facility in the county and includes clinics at Mackinac Island, Naubinway, Pickford and Bois Blanc Island. Residents on the west side of the county may also seek medical care at Manistique Lakes Family Clinic in Curtis or West Mackinac Health Clinic in Engadine. County residents also seek medical service in larger regional medical centers such as Marquette, Sault Ste. Marie, Manistique, Newberry, Cheboygan, Traverse City and Petoskey. The St. Ignace and Newberry offices of the LMAS Health Department cover Mackinac County. Hiawatha Behavioral Health's St. Ignace office tends to the mental health needs for county residents.

Recreational opportunities in Mackinac County are abundant. Mackinac Island and Fort Mackinac is a state designated historic park, and Father Marquette Memorial is a national scenic site. According to the MDNR and federal sources, public camping facilities in Mackinac County are as follows:

<b>State</b>	<b>Federal</b>
Big Knob State Forest Campground	Big Brevort Lake Campground
Black River State Forest Campground	Foley Creek in Horseshoe Bay Wilderness Area
Garnet Lake State Forest Campground	Lake Michigan Campground
Hog Island Point State Forest Campground	
Little Brevort Lake North State Forest Campground	
Milakokia Lake State Forest Campground	
South Manistique Lake State Forest Campground	
Straits State Park	

According to the Mackinac Tourism Profile published by MSU Extension, there were 1,591 campsites in Mackinac County in 2000. Of the total, 842 sites were in private commercial campgrounds, 220 sites were in National Forest Campgrounds, 323 sites were in the State Park, 198 sites were in State Forest Campgrounds, and eight sites were in a Township Campground. In 2000, there were 3,245 guest rooms in commercial lodging establishments in Mackinac County.

### **Transportation and Utilities**

In Mackinac County, there is one interstate highway, one federal highway, and five state highways. I-75 runs north/south from the Mackinac Bridge to Sault Ste. Marie. U.S. 2 runs westerly from St. Ignace generally along the Lake Michigan shoreline. State highways are M-123, M-134, M-129, M-117, and M-185 on Mackinac Island. There are four county highways: H-57, H-42, H-33, H-40, and H-63.

Michigan Department of Transportation (MDOT) maintains the state and federal highways, and Mackinac County Road Commission maintains the remaining county roads. St. Ignace and Mackinac Island maintain their own city streets.

According to the MDOT 2011 Average Daily Traffic Map, the stretch of I-75 in Mackinac County averaged 2,900 to 10,200 vehicles for a 24-hour period. For U.S. 2, it ranged from 3,900 to 4,900. M-117 was between 1,400 and 1,900, M-123 was 800 to 2,400, M-134 was 800 to 3,600, and M-129 ranged from 2,100 to 2,00.

In the summer 2006, average traffic counts were conducted for specific county roads in the eastern UP region, counts in **bold face type** were conducted in 2011. Data for Mackinac County roads is shown below as Table 5.

<b>Table 5</b> <b>Mackinac County Roads Traffic Count</b> <b>Summer, 2006</b>			
<b>Road Name</b>	<b>Location</b>	<b>Raw Count 7-Day Average</b>	<b>AADT 7-Day Average</b>
S. Gould City Rd.	Just south of US-2	318	303
Portage Ave.	3 blocks west of I-75	1,193	1,079
Blair Rd.	Just west of M-129	161	155
Dukes Rd.	East of Blackpoint Rd.	284	254
Charles Moran Rd.	East of Blackpoint Rd.	147	132
Lovegrove Rd.	East of M-123	49	44
<b>Poglese Rd.</b>	<b>West of 3 Mile Rd.</b>	<b>125</b>	<b>119</b>
Cut River Rd.	East of Hiawatha Tr.	53	49
Webb Rd.	North of Poglese Rd.	105	95
State Ave.	West of M-129	69	64
Bay Rd.	North of Simmons Rd.	62	56
Bay Rd.	South of County Line	89	82
Pleasant Ave.	North of Linch Rd.	140	117
<b>Apple Lane</b>	<b>Just east of Duke Rd.</b>	<b>13</b>	<b>13</b>
<b>Black Point Road</b>	<b>South of Worth Rd.</b>	<b>15</b>	<b>15</b>
Gros Cap Rd.	South of US-2	146	137
Source: Eastern Upper Peninsula Regional Planning and Development Commission <b>Bold denotes 2011 counts.</b>			

There are six airports in Mackinac County, four public and two private. The Mackinac County Airport is located in St. Ignace has a 3,800 feet by 75 feet runway. Mackinac Island Airport, located on Mackinac Island has a 3,500 feet by 75 feet runway. This airport is a full service, general utility county airport with charter services available. The Bois Blanc Airport, located at Pointe Aux Pins on Bois Blanc Island has a 3,500 feet by 75 feet runway. The Albert J. Lindberg Airport in Hessel has a 3,700 feet by 60 feet runway. Read Airport in Curtis and the Hiawatha Club airport in Naubinway are privately owned.

The continuance of accepted, incompatible land uses adjacent to airport lands, irrespective of their relationship to the operational needs of airports, may result in the loss, or significantly impede, of some of the airports within the state aviation system. This loss would endanger the state's mission to preserve a system of essential public facilities that provides access for all regions of the state to the nation's air transportation system.

As such the State Of Michigan zoning acts, Act 183 of 1943 (County Zoning Act), Act 207 of 1921 (City/Village Zoning), Act 184 of 1943 (Township Zoning Act), were amended in 2000 to include language that required the incorporation of an airport approach plan. The Michigan Zoning Enabling Act, Act 110 of 2006, repealed the other State Of Michigan zoning acts; however, the new act includes the same language as the repealed acts as it pertains to airport approach plans. The following excerpt was taken from the text of the Michigan Zoning Enabling Act:

*"Sec. 203. (1) The zoning ordinance shall be based upon a plan designed to promote the public health, safety, and general welfare, to encourage the use of lands in accordance with their*

*character and adaptability, to limit the improper use of land, to conserve natural resources and energy, to meet the needs of the state's residents for food, fiber, and other natural resources, places of residence, recreation, industry, trade, service, and other uses of land, to insure that uses of the land shall be situated in appropriate locations and relationships, to avoid the overcrowding of population, to provide adequate light and air, to lessen congestion on the public roads and streets, to reduce hazards to life and property, to facilitate adequate provision for a system of transportation, sewage disposal, safe and adequate water supply, education, recreation, and other public requirements, and to conserve the expenditure of funds for public improvements and services to conform with the most advantageous uses of land, resources, and properties. The zoning ordinance shall be made with reasonable consideration to the character of each district, its peculiar suitability for particular uses, the conservation of property values and natural resources, and the general and appropriate trend and character of land, building, and population development.*

*(2) If a local unit of government adopts or revises a plan required under subsection (1) after an airport layout plan or airport approach plan has been filed with the local unit of government, the local unit of government shall incorporate the airport layout plan or airport approach plan into the plan adopted under subsection (1).*

*(3) In addition to the requirements of subsection (1), a zoning ordinance adopted after March 28, 2001 shall be adopted after reasonable consideration of both of the following:*

*(a) The environs of any airport within a district.*

*(b) Comments received at or before a public hearing under section 306 or transmitted under section 308 from the airport manager of any airport.*

*(4) If a zoning ordinance was adopted before March 28, 2001, the zoning ordinance is not required to be consistent with any airport zoning regulations, airport layout plan, or airport approach plan. A zoning ordinance amendment adopted or variance granted after March 28, 2001 shall not increase any inconsistency that may exist between the zoning ordinance or structures or uses and any airport zoning regulations, airport layout plan, or airport approach plan. This section does not limit the right to petition for submission of a zoning ordinance amendment to the electors under section 402 or the right to file a protest petition under section 403."*

*(5) Developments proposed at or around Mackinac County Airport should first reference the Mackinac County Airport Layout Plan in order to determine compliance with the airport clear zones.*

The Aeronautic Code of the State of Michigan provides that the Michigan Aeronautics Commission may adopt an approach plan for each licensed airport which describes the airport protection area. The Michigan Zoning Enabling Act, Act 110 of 2006 requires that local zoning officials use the determination of this protection area as a guide in adopting standards for its local zoning ordinances. According to the Act, The Commission has adopted an approach protection plan for the majority of the licensed airports.

Approach protection plans are intended to provide airport sponsors with standards which are reasonable and enforceable under local zoning ordinances. These plans should also provide airport sponsors with sufficient airspace protection according to local needs and conditions. The standards utilized for each approach protection plan include airspace protection in accordance with FAR Part 77 standards. The land use standards utilized for the establishment of these plans (developed by the University of California-Berkeley using NTSB accident data) have been endorsed by the FAA. Additionally, the approach protection plan also includes protection for the FAA's VOR sighting criteria. The approach protection plans approved by the Commission were based on the current airport layout plan for the airport. When airport layout plans are updated, it

is also necessary to update approach protection plans. The Commission has approved the use of a standard approach protection plan to be applied to an approved airport layout plan without being presented to the Commission if the airport has had a previously approved approach protection plan.

According to the Michigan Official Rail Map posted on MDOT's website, there is one active railroad running through Mackinac County. The Canadian National runs in a northeast/southwest direction through the western and central townships of the county. The line connects Sault Ste. Marie and Escanaba.

There are several railroad sidings in Mackinac County. From the west side of the county, heading east, they are: Pike Lake Spur, Gould City Spur, Swift Passing Track, Engadine Spur, Gilchrist Spur, and Caffey Spur and wood yard. These sidings can hold approximately five railroad cars for loading (mainly wood products) to numerous cars at the wood yard at Caffey.

The county has five public marinas. The recently expanded St. Ignace Marina is the largest with 120 slips. Mackinac Island has 76 slips, and Hessel/Clark Township Marina has 30 slips. Naubinway/Garfield Township Marina and Bois Blanc Marina have limited docking facilities for transient boating. There are also two deep water ports in Mackinac County suitable for shipping industrial and extractive products. One port is located on the Lake Huron side at the southeast portion of Clark Township, and the other is located on the Lake Michigan side at southwest corner of Moran Township.

Shepler's Mackinac Island Ferry, Arnold Line, and Star Line ferries serve the St. Ignace and Mackinaw City to Mackinac Island water transport needs, operating during the spring to fall months. Ferry service is shut down during the winter freeze up of Lake Huron. There is also a ferry service from Cheboygan to Bois Blanc during the warmer months. The islands rely on air transportation during the winter.

Cloverland Electric Cooperative provides electricity for most of the county. Bois Blanc Township relies on Presque Isle Electric & Gas Cooperative for electric service. DTE Energy and SEMCO provide natural gas where available, while AmeriGas, Autore Oil Company, Bowman Oil Company, Ferrell Gas Company, Shute Oil Company, and ThermoGas provide propane fuel.

Charter Communications and UP Communications provide cable television services in more densely populated areas. Internet Service providers are Charter Communications (cable), HughesNet (satellite), MOTHERS Computers, EasternUP.net, AT&T, and Lighthouse Computers. SBC/Ameritech and CenturyTel provide local phone service in Mackinac County. Drummond Island Telephone also serves parts of the western end of the county for telephone service. AT&T, Sprint, T-Mobile and Verizon, as well as numerous pay-as-you-go programs provide wireless phone service.

## **CHAPTER 3 PLANNING GOALS AND OBJECTIVES**

Under Michigan's County Planning Act (Public Act 282 of 1945, as amended), the Mackinac County Planning Commission is empowered to make and adopt a master plan to guide future development within the county. Before undertaking the process, it is essential to set out goals and objectives for planning which meet the particular needs and aspirations of this county's citizens. It is also important that planning goals reflect the type of community and lifestyles desired by Mackinac County residents. The goals must be realistic and attainable from a social and economic standpoint. The goals are written to have a countywide perspective, though they may address common local issues.

It is not the intention of the County Planning Commission for these goals to replace goals and objectives found in township and city master plans, but to bring forth a multi-jurisdictional approach to addressing common community needs and issues. It is the desire of the County Planning Commission that these goals and objectives will not only provide guidance to Mackinac County government, but also encourage a coordinated approach to planning and zoning at the local level.

A number of initiatives were undertaken to assure that the goals set in this 2007 master plan were appropriate for Mackinac County needs. Background information (social/economic conditions, natural resources, existing land use, and services/facilities) about the county compiled within the *Mackinac County Fact Book* in August of 2005 were reviewed. Issues and problems revealed through the study of existing county conditions are incorporated into the planning goals set out in this chapter.

Another initiative undertaken by the planning team for the 2007 master plan was an extensive public outreach program. This program included a series of public forums at three distinct geographic locations throughout the county, as well as consultation with township officials on their planning concerns and recommendations. In 2013 the planning commission revised the Strengths and Opportunities and Weaknesses and Threats and added them to the master plan. This information assisted in the revision of the Goals and Objectives in this chapter.

### **Township Outreach**

Mackinac County townships have organized a county chapter of the Michigan Townships Association. The group meets quarterly to share information about happenings within each township and county and state directives. The county's planning consultant, Wade Trim, Inc., attended the September 11, 2006 meeting in Brevort to make the group aware of the county master planning process, describe the project schedule, and to request participation. Township attendees were given a "homework" assignment. They were asked to identify Mackinac County strengths and opportunities, as well as weaknesses and threats, and return their lists to the planning team to be utilized in the development of goals for this chapter.

## Public Outreach

The planning team hosted a series of public meeting on the master plan to solicit comments from residents of the county in September of 2006. These public input sessions were facilitated by the director of Mackinac County's Michigan State University Extension and the county's planning consultant. The September 12 meeting was held in Engadine at the Garfield Township Hall for the western portion of the county. The central location meeting was held at the St. Ignace Library on September 13, and the September 14 session in Cedarville encouraged comments from the east side communities. All meetings were held in the evening to allow working people the maximum opportunity to attend and express opinions.

Meeting announcements were sent to all cities and townships within the county, as well as to county departments. In the weeks prior to the sessions, newspaper articles, press releases, and public notices were published in The St. Ignace News, Sault Evening News, and Newberry News to cover all geographic locations of the county. Thirty one interested citizens attended the three public meetings and provided valuable input in helping establish planning goals.

During the public meetings, the county's MSUE director gave an educational presentation on the purpose and process of the county master plan. After a preliminary review of the planning process and schedule, meeting attendees were first asked to identify significant assets, strengths, or opportunities of Mackinac County they would like to see preserved in terms of current development patterns, social and economic conditions, natural resources, services and facilities, and recreation. Then participants were asked to state community concerns, weaknesses, or threats that could be addressed in the planning process. The results of these meetings are presented on the following pages.



## ENGADINE 9/12/06

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Natural &amp; Cultural Resources</b>	
Shorelines	Natural drainage patterns disrupted in transportation & utility corridors
Forests	Protected species complicate resolving issues such as drainage
Rivers, streams, inland lakes	Invasive species
Wind (for wind-powered energy)	Ticks
Groundwater	Deer population down
Nature Conservancy property	Global warming (impacts snowfall, vegetation)
Protected/endangered species	Cormorants
Sand dunes	Wolves
Sugarbushes (maple trees)	Receding shorelines & low water levels
<b>Recreation Opportunities</b>	
Outdoor recreation	
Casino	
Marina	
Hiawatha Club & airport	
Golf courses	
Campgrounds & State Parks	
Rest areas & roadside parks	
Good hunting land	
Snowmobile/ORV trails	
Large tracts of public land	
DNR property-future leases & grants	
<b>Services &amp; Facilities</b>	
Highways	No public sewers
Schools	Current internet service is poor
Emergency services	Lack of "the arts"
Native American services	Poor cell phone service
Mutual aid fire departments	Major highways lack access & corridor planning & management
Churches	Distance to hospitals & other services
Rail service is improving	Inability to get rail cars for a while
Cloverland Electric lines	No taxi, public transportation within county and among counties
Pipeline	Dirt/gravel roads
Medical/dental clinic	Funding for schools
Potential new high speed Internet service	Fear of losing volunteer services (fire & EMS)
Agency office located in township (MDOT, DNR, County Road Commission garage)	Limited state & federal funding for utilities & infrastructure
Red Cross facilities	Who will pay for elderly person services?
Library	Mandated services (schools, training, etc)
Township land use planning & zoning	

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Economic Factors</b>	
Diversity-forestry, agriculture, fishing, recreation	Lack of industry
Commercial forest properties	Inability to keep youth in community
Two quarries	Short growing season for crops
Sawmills	State's lack of recognition of UP
Casino & revenue sharing benefits	Lack of matching funds for programs
Local business community	Lack of industry incentives
	Perception of peace/tranquility not compatible with industry
	Low pay scale makes it hard to hire workers
	Attitude toward industry/development
	Lack of tax base
	People travel long distances for low pay jobs
	State changes (personal property tax, PILT)
	Loss of farm land
<b>Community Character</b>	
Rural character	Complacency
Volunteerism	Dislike for change
People	Median age of population increasing
	Retirement vs. resort community
	Increase in crime & drug problems

## ST. IGNACE 9/13/06

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Natural &amp; Cultural Resources</b>	
Geographic attractiveness	Don't celebrate fishing, shipping heritage
Great Lakes, state & federal land	Pond area in St. Ignace could be developed
Historic sites, buildings, artifacts	DEQ & environmental agencies permitting process cumbersome
Clean air	Need to preserve & protect historical artifacts
Gateway to UP, Mackinac Bridge	Need to protect green space
Natural beauty, unique & rare species	Invasive species in Dunes area and trees starting to block view
Mackinac Island, all islands	
Abundant, renewable natural resources	
<b>Recreation Opportunities</b>	
Marinas/docks	Recreation deficit for ages 18-40
Tourism	Lack of 18-hole golf course
Children's recreation opportunities	Tennis courts unkept
Golf course	Under-utilized Little Bear
Hunting, fishing	Need maps for trails
School athletics	Lack of pavilion for outdoor events
Casino	St. Ignace not taking advantage of full potential as a waterfront community
Boardwalk & parks	
Rustic camping opportunities	
<b>Services &amp; Facilities</b>	
High speed Internet (but limited)	Lack of countywide high speed Internet
Hospital	Declining school enrollment
Informational facilities (MSUE, Chamber, Visitors Bureau, MDOT, etc.)	Transportation-bus only in town, no county to county transportation, no plane service to Wisconsin, regional air service not affordable, lack of bike/non-motorized trails
St. Ignace is county seat	Poor cell phone coverage
Home health care	Lack of public restrooms
Schools	No central coordinator for marketing & grants
Collaboration-agencies, tribe expand resources	Lack of year-round employment that does not harm the environment
Tribal services & facilities	No adult education or enrichment classes
Transportation-taxi, airport, ferry	No homeless or women's shelter
Active civic organizations	Mackinac Co. residents often must seek services in other counties
State & federal representation	Need website linkage county-townships
Good interstate and state highways in county	Limited special medical services (pediatrics, cancer, etc), health insurance restrictions on where service can be obtained
	Lack of planning & zoning (not looking at smart growth, especially along US 2)
	Lack of planned communities with activities-senior friendly communities
	Lack of coordination among governmental t entities

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Services &amp; Facilities, Cont'd</b>	
	Road maintenance-who is responsible for business loop?
	Liability issues prevent agencies from recognizing cost savings
	Residences without basic utilities (water, septic, electricity)
	Need more animal friendly facilities, but also need requirements about picking up after pets in public places
	Lack of millage/tax support for services
	Need more community leadership
	Need countywide volunteer network
	Need more educational programs for gov't leaders
	Larger hotspots (WIFI)
	Trash removal system could be improved, need recycling opportunities
	Infrastructure needs long term improvements
	Need to adjust to retirement age population & services they may require
<b>Economic Factors</b>	
Tourism	Lack of diverse job opportunities, industries
Affordable	Lack of emphasis on vocational opportunities
Casino (economic benefit)	Casino (may harm personal finances)
Several deep water ports, even though privately owned	Information on low income housing & rentals not readily accessible
Part of Great Waters system for eco-tourism	Market flooded with unaffordable homes
	Regional shopping area needed
	Municipalities financially stressed
	People struggle to make ends meet
	Limited rentals allowing pets
	Need business incubator
	Hospitality training needed
	Need more regional teamwork with tourism
	Lack of shopping, entertainment choices
	City taxes are high-businesses shy away
	Gov't leaders need to be more in tune with business
	Need high end wood product development, reduced markets for low quality pulpwood products
<b>Community Character</b>	
Openness of people-trustworthy	Abandoned buildings, lack of upkeep
Multi-generational community	Lack of blight ordinance enforcement
People with practical survival skills	Lack of agreed upon vision, forward thinking
Family oriented, small town, rural	Opposition to change
Sense of community-willing to assist	Youth sheltered about outside world
Safety-area & schools	People don't think they can make a difference
Cooperation with neighboring communities	Need to promote individual pride in community

## CEDARVILLE 9/14/06

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Natural &amp; Cultural Resources</b>	
Lake Huron, protected waters	Weeds in Cedarville Bay
Boating heritage	Invasive species
Woods & open space	Fishing down in Clark Township
Wildflowers & trails	Wolves—deer herd too small
Historic sites & buildings	DEQ permits
Wildlife, rare species & habitats	
<b>Recreation Opportunities</b>	
Groups working to improve recreation (bike path, recreation park)	Need non-motorized path between Hessel & Cedarville
Festivals & events	Lack of activities for teen-30 population
Outdoor recreation (i.e. hunting & fishing)	Snowmobile trail improvements needed
Boating & fishing	
Wooden Boat Show	
<b>Services &amp; Facilities</b>	
Civic organizations	Lack of public transportation
Community Foundation	Blinker light should be a stop light
Roadside cleanliness	Lack of information on programs & opportunities
Schools	Need more/better access to medical services
Skill Center at Sault Schools-ISD	Ambulance service has hard time getting volunteers
Churches	Regional 911 from Negaunee
Home health services	School funding
Roads & infrastructure	Lack of high speed Internet
Les Cheneaux Education Program	Lack of affordable adequate child care
Great Lakes School of Wooden Boat Making	Distance to county, state, federal services
EMS	Lack of enforceable township ordinances
Head Start-preschool	No penalty for building without a permit
Community Action	Lack of full time building inspector
Cedar Campus	Adjacent townships should consider sharing staff for building, zoning, blight, etc.
Public safety	Snow plowing/road grading
	Parking for island residents
<b>Economic Factors</b>	
Logging industry	Poor work ethics, poor business practices
Agriculture	Schools/parents need to be more involved in educating youth about work ethics
Protecting small businesses	Need education on how to manage & train employees
Artisans & cottage industry	Threat of small businesses closing (hardware, gas station, etc.)
Adequate housing, including rentals	Lack of skill trades (tile, roofing, small mechanics, etc.)

ASSETS, STRENGTHS, OPPORTUNITIES	PROBLEMS, WEAKNESSES, THREATS
<b>Economic Factors, Cont'd</b>	
Assisted living, senior apartments	People without drivers license hard to employ
Heritage industries (fishing, agriculture, boat making, logging, woodworking)	School curriculum mandates reduce time & opportunity for vocation/skill trades
	Closing of businesses
	Lack of economic development strategy for townships & county & lack of staff to coordinate
	Lack of good industrial park & location
	Affordability of housing
	Youth leave area for work
	Short summer season for business
	Contractors need large geographic area to make a living
	Population too small to support many businesses
	Need to increase year-round housing
	Need better paying year-round jobs (\$25,000)
	Need to diversify economy
	Two incomes needed for family
	Impoverished population
	Laws favor employees, not employers
	Cost of health insurance, other benefits
	Property taxes
<b>Community Character</b>	
Small population	Vacant, abandoned & derelict buildings
Engaged community	Blight, signage (too many, too large)
Quality of life (caring & concerned people)	Geography segments county-outlying areas feel separate from county
Seasonal residents	Lack of aesthetics-drive not visually pleasing
Multi-generational-really invest in area	Becoming a retirement community
Low crime	
Cooperation & communication with other townships	
People care about appearance of property	
Friendly people	

## **STRENGTHS AND OPPORTUNITIES**

### **Strengths and Opportunities within Mackinac County:**

1. Abundant, renewable natural resources.
2. Small town or rural living – no poor side of the tracks areas.
3. Great Lakes shoreline.
4. Several deep water ports, even though privately owned.
5. Very good Interstate and State highways in County.
6. Unique and rare species in County.
7. Considerable rustic camping opportunities and many inland lake boat access sites.
8. Entry point to the UP from the LP over Big Mac Bridge.
9. Great Lakes Islands, especially Mackinac Island.
10. The number of large fishing/recreational lakes in County.
11. Part of the Great Waters system for eco-tourism.
12. Abundant limestone resources.
13. Rail and rail sidings in west portion of the County.
14. Great network of snowmobile trails in County.
15. New and modern hospital in County.
16. Well run, full service, general utility County Airport with charter services available.

## **WEAKNESSES AND THREATS**

### **Weaknesses and Threats within Mackinac County**

1. Year round employment opportunities – poor.
2. Blight/trashy areas in townships without ordinances of planning.
3. Lack of industrial areas for new industry development.
4. Poor high speed internet connection for most of the County.
5. Lack of convenient recycling year round in County.
6. Tourist facilities and activities focus on yesteryear.
7. Declining school enrollment.
8. No vocational tech courses offered in local schools and lack of community college in County.
9. In wood industry, lack of high end product development.
10. Reduced markets for low quality pulpwood products.
11. Forests and aquatic ecosystems face threats from invasive species and rapid climate change.
12. Lack of public-private economic development organization and no Brownfield Redevelopment Authority for the County.
13. Dropping Great Lakes water level is affecting commercial shipping and marinas uses.
14. County jail is inadequate to meet future needs and is past useful life.
15. County lacks a permanent office for county's Emergency Operations Center.
16. Lack of professional medical building and ambulance garage at new hospital.
17. Unused old hospital building without a professional study, could be underutilized by County.
18. Unusable old house on County property prevents county expansion with any new building.



## Goals and Objectives

### ***NATURAL RESOURCES***

The protection of a community's natural environment and sustainable use of renewable resources is imperative in maintaining the quality of life for residents and ensuring that future generations live in healthy productive surroundings. A clean and attractive environment helps attract new businesses, residents, and tourists. Economic development and environmental protection are both necessary for a healthy community.

**GOAL:** Conserve, protect, maintain, and promote the wise use of the natural resources of Mackinac County, such as groundwater, surface water (Great Lakes and inland lakes), forests, wetlands, clean air, fish and wildlife, scenic vistas, and sub-surface non-renewable resources for the enjoyment of residents and visitors and for future generations.

#### **OBJECTIVES:**

1. Work cooperatively with communities, agencies, and organizations to develop studies and institute programs that address watershed woodlands, wildlife, ecosystem management and agriculture.
2. Develop model ordinance language to protect greenbelts, shorelines, farmlands, forestlands, groundwater, and surface water and encourage townships and cities to adopt them and to cooperate among local units for the protection of these resources.
3. Encourage county departments to effectively administer and enforce regulations such as soil erosion and sediment control and adopt needed ordinances such as storm water management.
4. Preserve scenic views and open space, especially along major roadways and shorelines.
5. Cooperate with the health department in conducting septic system and well water educational programs regarding maintenance and management of systems.
6. Support natural resource education and technical programs (such as Chippewa/Luce/Mackinac Conservation District, Natural Resource Conservation District, MSU Extension, and Regional Planning) that assist land owners, forestry and agriculture operators, businesses, and communities.
7. Support studies that identify ways in which to protect critical habitats, water resources, scenic vistas, farmland, forestland, and other important ecological resources.
8. Coordinate the intensity of development with the environmental integrity and limitations of the land.
9. Encourage/Develop awareness of areas in the county where non-renewable resources such as sand, gravel, and limestone exist and acknowledge the economic importance in extracting these resources.

10. Establish convenient year-round recycling in all parts of the county to maintain the scenic character of our woodland and annual hazardous waste disposal.
11. Support control or eradication of invasive species in critical habitats, scenic vistas, and other important ecological resources utilizing organizations such as DNR, MDOT, USFS, DEQ and EUP Early Detection/Rapid Response Team through the CLM Conservation District.

## ***RECREATION***

Mackinac County is blessed with many natural resources and recreational opportunities. This helps add to the quality of life and make the community a more enjoyable place in which to live and work. The county's many recreational facilities, trails, and opportunities are also very important in attracting tourists and new businesses. Developing and maintaining trails and improving all recreational facilities and opportunities is vital for present and future generations.

GOAL: Encourage the preservation of indoor and outdoor recreation resources, historical and cultural opportunities, and programs and facilities at a level which will meet the needs of permanent and seasonal residents, tourists and visitors, and future generations.

### **OBJECTIVES:**

1. Promote tourism and economic growth through recreation facilities development and management.
2. Promote and facilitate activities for both adults and youth through MSU Extension programs.
3. Establish a working relationship with the MDNR and USFS in the provision of outdoor recreation opportunities.
4. Encourage development and improvements to non-motorized recreation trails, such as for biking, walking, running, or cross-country skiing.
5. Support and encourage improvements to indoor and outdoor recreation, historical, and cultural facilities and programs in accordance with locally adopted recreation plans or other officially adopted documents.
6. In a cooperative effort, work with local snowmobile clubs, MDNR, USFS, County Road Commission, MDOT, and County Sheriff Department to maintain regional snowmobile network.
7. Develop ORV trails working jointly with MDNR, USFS, County Road Commission, local governments, and local ORV riding clubs.
8. Promote use of the Les Cheneaux Water Trail, spanning 75 miles of Lake Huron shores from the Carp River near St. Ignace, through the Les Cheneaux Islands, and on to Detour Village, located at the mouth of St. Mary's River.
9. To encourage and support local and state efforts to improve harbors and other boating facilities such as launch ramps for use of the boating public for fishing, family cruising, and general recreation on the water. Existing facilities includes Naubinway, Mackinac Island, Cedarville, Hessel and St. Ignace Harbors as well as inland lake facilities.
10. To support Clark Township and State efforts to eradicate invasive weeds in and around Les Cheneaux Islands waters in a safe and environmentally sound manner.

11. Dropping Great Lakes water levels is affecting recreational use of county harbors and the Les Cheneaux Islands Area and is due partially to dredging of the St. Clair River. The County needs to add its voice to water level issues with federal legislators and the U.S. Army Corps of Engineers.

## ***PUBLIC INFRASTRUCTURE, SERVICES, AND FACILITIES***

Facilities and services, such as transportation, water, sewer, fire, police, schools, health care, etc. constitute the backbone of a community. Having well designed and managed infrastructure and services greatly adds to the livability of the community. The continued maintenance of these services and facilities is essential and requires constant oversight. The expansion of infrastructure and services is extremely expensive and additional funding burdens on the public. Expansions which are not carefully planned can inadvertently add to environmental degradation and undesirable sprawl.

**GOAL:** Continue to provide appropriate public facilities and services to support the residential, commercial, agricultural, forestry, and recreational activities of residents and visitors.

### **OBJECTIVES:**

1. Due to having some roads that are impassable during the spring breakup, we need to work proactively with the Mackinac County Road Commission and MDOT to upgrade all roads, with improvements, road maintenance, and snow removal, as well as road planning.
2. Maintain a balance of services in the east and west portions of the county.
3. Encourage townships to direct development to areas where appropriate public services, roads, and utilities exist, or the developer is willing to install those facilities. Discourage linear strip development along major highways and primary county roads.
4. Support and encourage the development of a countywide action plan for fire departments and emergency medical programs to meet changing needs for these services.
5. Investigate the possibility of establishing a county-wide recycling program.
6. Explore state and federal funding programs to meet the need for construction of new or renovation of existing housing to meet the needs of low income county residents.
7. Promote the development of motorized and non-motorized trails connecting the larger communities within the county.
8. Maintain and encourage the expansion of air and rail service within Mackinac County. Provide information on airport approach plans to local communities where public airports exist and guide them through the process of developing local airport zoning regulations.
9. Support and encourage private civic groups which provide educational and social programs of importance to county residents.
10. Promote and encourage the expansion of public transportation to include county to county services to assist those with limited mobility and to conserve energy.

***PUBLIC INFRASTRUCTURE, SERVICES, AND FACILITIES (cont'd)***

OBJECTIVES (cont'd)

11. Address the special needs of the aging population, including health care, respite care, hospice care, long-term care, and assisted living facilities during community development.
12. Support the new hospital in getting a professional medical building and ambulance garage at their current location.
13. Encourage the development of a "Plug-In Ready Michigan Electrical Vehicle" Plan for the County.
14. Support the county jail system in addressing inadequacies of the present county jail facility.
15. Address the best use of the old McDonald house. Address possibilities of adjacent and existing properties.
16. Provide professional study to consider alternatives for the old hospital facility.
17. Encourage Portage Township and their residents to install a sewer system for the town of Curtis for the health of the Manistique Lakes.
18. Get Federal support for maintenance and major repairs of the Mackinac Bridge due to its importance to the Interstate highway system.

## ***ECONOMIC DEVELOPMENT***

A strong economy is an essential element of a healthy community. Residents must have an opportunity to earn family sustaining wages to be productive community members. A strong economy does not usually just happen without the local community actively seeking ways that encourage desirable development. In addition, the United States and world economies are changing rapidly in ways which profoundly impact local economies.

**GOAL:** Provide for economic growth that creates a diversified economic base and improves the competitiveness of the county's economy by enhancing employment opportunities for residents and the profitability of businesses and industries, while maintaining the community character and environment.

### **OBJECTIVES:**

1. Support the continuance of and expansion of the functions of the Mackinac Economic Alliance to develop strategies for marketing the county. In addition to promoting the county as a tourism destination, promote cultural, historical, industrial, and environmental attractions to reach a broader market. Consider providing county financial support.
2. Encourage municipalities and community organizations to emphasize and promote Mackinac County's status as "the gateway to the UP" and entrance to "The Great Waters" area.
3. Establish education and outreach programs to strengthen businesses and communities in the county and support entrepreneurial efforts, such as the kitchen incubator.
4. Encourage the public school systems within the county and higher education facilities serving county residents to offer education in vocational trades, as well as professional and technical fields, to meet the needs of the area's present employers and possible new businesses. In addition, support the development of entrepreneurial clubs, job shadowing, internships, and work study programs in the high schools.
5. Encourage video conferencing sites, global marketing via the internet and better high speed internet options.
6. Ensure reasonable land use and development regulations in the townships and the development of infrastructure and facilities necessary to support economic development in a planned and managed way.
7. Cooperate with agencies that provide support and technical assistance to county residents in the agriculture and forestry industries.
8. Encourage townships to provide through zoning adequate spaces for the establishment of commercial and industrial enterprises.

## ***ECONOMIC DEVELOPMENT (cont'd)***

### **OBJECTIVES (cont'd)**

9. Explore ways to expand the use of the O-N Minerals deep water port at Cedarville and port near the west end of the county, as well as Sand Products port.
10. Investigate development and locations for alternative energy facilities, including wind power farms.
11. Mackinac County is a part of the Eastern Upper Peninsula Regional Planning and Development Commission area, and as such is an active participant in the development of the Comprehensive Economic Development Strategy (CEDS). The goals and objectives within the CEDS document are updated annually. An objective of this Master Plan is for Mackinac County to review and implement applicable CEDS goals.
12. Actively pursue locations with adequate infrastructure to establish industrial parks.
13. Tap into the county's retired population who have business expertise to share with new or expanding businesses.
14. Support local farm markets and expansion of other agricultural product development and production.
15. Dropping Great Lakes water levels is affecting commercial shipping including limestone shipments from County limestone quarrying operations and is due partially to dredging of the St. Clair River years ago. The County needs to add its voice to this problem with Federal legislators and the U.S. Army Corps of Engineers.
16. Support the establishment of Brownfield Redevelopment Authority in Mackinac County.
17. Support the Eastern Upper Peninsula College Access Network Program encouraging trade and vocational training as well as traditional higher education beyond high school for Mackinac County.



## ***TOURISM***

Because tourism is such an integral part of the overall economic well-being of Mackinac County, this topic is addressed separately. Attractions and amenities, such as the climate and environmental, cultural, and historical resources, have drawn visitors to the area since the late 1800's and early 1900's and continue to do so into the Twenty-first Century. In addition to tourism's close relationship with the county's economy, it is also deeply tied to the county's recreation assets and opportunities.

**GOAL:** Promote Mackinac County as a tourism destination for a multi-faceted high quality recreation experience.

### **OBJECTIVES:**

1. Work actively with the Eastern Upper Peninsula Tourism Alliance to promote eco-tourism through "The Great Waters" as "nature's adventure where Huron, Michigan, and Superior meet".
2. Support the development and maintenance of recreational trails and wildlife and scenic areas.
3. Support efforts to expand tourism from seasonal to year-round industry with higher wages.
4. Promote the use and development of public lands, water access sites, and historic attractions.
5. Support the growth and expansion of Native American Tribes' economic and tourism ventures, such as casinos, lodging, restaurants, and convention services.
6. Cooperate with the Upper Peninsula Travel and Recreation Association, as well as local tourist bureaus to promote Mackinac County's recreational, cultural, and historical assets and to further develop their potential. Advertise the county as a cultural tourism destination.
7. Encourage improvement, development, and maintenance of transportation facilities as important assets in the Straits Area and U.P. tourism industry.
8. Encourage research on tourism trends, such as how long people stay in the county, how much money do they spend, and what additional facilities are needed.
9. Support educational and training opportunities provided through tourism bureaus or chambers of commerce in the provision of tourism services.
10. Through coordination with MDNR and USFS, promote the county as a fishing and hunting destination.

## ***COUNTY CHARACTER***

A county's character is an intangible item which identifies the attributes which make a county unique. While a county's character will continually change over time, attempting to preserve it can be a very important part of maintaining a county's cultural heritage and traditions.

**GOAL:** Maintain and enhance the appearance and character of Mackinac County.

### **OBJECTIVES:**

1. Encourage all communities within the county to preserve the integrity of existing neighborhoods, such as historic districts, by protecting them from the intrusion of incompatible uses.
2. Enhance community gateways through the implementation of land use controls, landscaping, and screening.
3. Support and expand community clean up days along with support of the State/US Forest Service clean-up days for federal lands.
4. Assist in the implementation of conservation based open space or cluster development options as a means of protecting community character.
5. Maintain a friendly and safe rural atmosphere.
6. Guide and assist the townships in adopting local blight ordinances if they desire to enforce such regulations.
7. Protect and develop scenic view corridors, overlook sites, and vistas.
8. Support museums, festivals, and special events that celebrate the character and history of Mackinac County.

## **GOVERNMENT**

All governmental institutions owe their constituents an efficient and open organization by continually seeking ways in which to operate in the most cost-effective manner. Cooperation and collaboration among all local units of government is an important part of achieving this goal. Open lines of communication with the public will help to assure constituents that this is being pursued.

**GOAL:** Cooperate and collaborate among all levels of government and communicate effectively with the public. Expend tax dollars in a wise and efficient manner.

### **OBJECTIVES:**

1. Generate economies of scale and cost savings through collaboration, cooperation, and coordination among local units of government.
2. Promote the sharing of information among county departments by identifying a liaison through which information may be directed.
3. Promote communication among the local planning commissions and the County Planning Commission and recognize communities for outstanding planning and zoning efforts.
4. Encourage the sharing of timely updated information by publishing County Board of Commissioners and County Planning Commission meeting agendas and minutes and a listing of upcoming County activities on the County web site.
5. Develop procedures for consistent and timely exchange of information among departments within the county government and between the County Planning Commission and townships and cities.
6. Focus on cross-jurisdictional issues when reviewing community master plans and zoning ordinances.
7. Assist local governments and citizens in communicating with state agencies on land use and environmental issues, including wetlands regulation, park management, and state forest management practices.
8. Encourage development of county emergency response command center.
9. Encourage and assist local governments to address blight.
10. Encourage redesigning Mackinac County website.

## CHAPTER 4 FUTURE LAND USE

### Introduction

Good land use planning is an essential determinant of the future quality of life in Mackinac County and the cities and townships within the county. An important tool in achieving this concept is a future land use map and descriptive text as outlined in this chapter. The future land use recommendations, along with the goals and objectives outlined in Chapter 3, are the principal components of this Master Plan.

### Community Planning and Zoning

Table 6 presents the status of planning and zoning in municipalities that make up Mackinac County. Currently, the cities of St. Ignace and Mackinac Island have their own zoning authority, and all townships except Hendricks, Hudson, and Newton have adopted a zoning ordinance.

<b>Table 6</b> <b>Status of Planning and Zoning for Mackinac County Municipalities</b> <b>November, 2006</b>		
<b>Political Unit</b>	<b>Master Plan Adopted</b>	<b>Zoning Ordinance Adopted</b>
Bois Blanc Township	October 2009	November 1995
Brevort Township	Not dated	1984, Second Edition 1995
Clark Township	November 2008	June 1975, Amended through 1999
Garfield Township	October 2007	April 2003, Amendments 2005
Hendricks Township	None	None
Hudson Township	None	None
City of Mackinac Island	October 2010	October 1982
Marquette Township	May 2011 (amended)	Not dated, est 2014
Moran Township	2003	April 2003
Newton Township	None	None
Portage Township	January 2012 (amended)	April 1976, updated May 1995, est 2013
City of St. Ignace	May 2012	April 1984
St. Ignace Township	Not dated	May 1999
Mackinac County	April 2007	No zoning authority
Source: Local Planning Officials		

### Community Future Land Use Plans

These community future land use plans present desired future land use for the two cities and townships with plans in Mackinac County. Future land use is a vision of how each community would like to develop over the planning horizon, up to 20-30 years. Future land use plans typically consist of a map that displays future land use areas and accompanying text describing compatible uses in each land use category, although not all plans reviewed were written in this

format. The following information on future land use categories are presented for each community and represents a synopsis of the community plans reviewed.

Bois Blanc Township (No descriptive text provided)

- Forest Management
- Low Density Residential
- Residential
- Commercial I (Mixed Use)
- Commercial II
- Special Zone (Wilderness)

Brevort Township

- Development and Redevelopment of Commercial Area – Concentrate and limit commercial and light industrial development in the old commercial area of Moran along Highway M-123.
- Moderate to Low Density Residential Area – Designate areas for moderate density development. The existing scattered development is mainly the result of non-existent developmental control in the township and has resulted in an uneconomical development pattern to provide public utilities and services. By restricting future moderate density development in and around Moran, capital improvements costs will be lower, and the operational costs will also be more economical. New residential development should be located in areas near or adjacent to Moran, areas with better road access, and areas in the vicinity of public services.
- Preserve Family Farm – Areas north and south of the Moran community on the west side of M-123.
- Forestry/Recreation Area – Areas around Brevort Lake and East Lake.
- Protection of Natural and Environmental Area – Remainder of Brevort Township; preserve the flood plain of Carp River and its natural environment.

Clark Township

- Rural/Forest – Parcel sizes permitted generally range from one to ten acres for new development; cluster housing incentives should be utilized; protection of rural character should be encouraged through retention of natural open spaces; buffering techniques should be encouraged; encourage retention of natural edges between the road and any new development.
- Island Residential – Maintain the integrity of the island ecosystems; recommends island properties be set at one acre minimum lot size with 200 feet frontage; issues such as parking on the mainland, boat slips, and adequacy of public facilities should be addressed.
- Rural Waterfront – Special consideration should be given to water quality protection, preservation of natural features especially along the water's edge; maintain a minimum lot size of one acre and 150 feet frontage.
- Urban Residential – Cedarville, Hessel, and M-134 corridor between the communities; identified on the basis of projected sewer service in the township; density of four dwellings to one acre is recommended; subdivision development is encouraged.
- Commercial Centers – Retain Cedarville and Hessel as centers of activity within the township; mix of uses including retail shops, single family homes, and institutional; islands are dependent on centers; encourage pedestrian traffic in villages.

- Industrial and Mineral Extraction – Limestone extraction activities occur in eastern portion of township; a rail line connects O-N Minerals property to Port Dolomite; industrial areas are set aside north of Cedarville and north of Hessel for limited industrial activities.

#### Garfield Township

- Forest and Recreation – Contains most of existing forest land; protect it from exploitation; physical features include high slope, wetland, and bedrock close to the surface.
- Agricultural – Areas where soils are capable or most capable of agricultural related development.
- Resort and Recreation – Shoreline of Lake Michigan, Millicoquins River, and inland Millicoquins Lake; used for seasonal residential and recreation-oriented recreation; environmentally delicate area; must be protected from irrational uses.
- Rural Residential – Most residential development should be concentrated in the communities, many people prefer rural living; allows for single-family homes on large lots
- General Commercial – Naubinway, Engadine, and area north of Engadine; enough area to grow; area is most convenient to the general population and tourist traffic.
- General Industry – Area southwest of Engadine has dolomite deposits close to the surface, but has not been mined; could be used for other industrial operations.
- Village Area – Naubinway and Engadine are well recognized communities in the township; all types of residential, resort, recreation, and commercial uses are encouraged.

#### Marquette Township

- Recreation/Forestry – Heavily forested areas, both public and private in the township.
- Residential Resort – Privately owned properties along the Lake Huron Shoreline at St. Martin Point.
- Conservation – Contains unique natural features; not capable of supporting heavy development.
- Residential – Designed for medium density; near the existing developed area of Pickford
- Agricultural – Land where soils are most fertile and are capable or most capable of supporting agricultural activities; generally in the northeast portion of the township.
- Pickford – Will accommodate a mix of uses, such as residential, commercial, industrial, public and quasi-public, and space for future development.

#### Moran Township

- Urban Growth Center – Areas along U.S. 2 in the southern portion of the township and adjacent to an existing populated area; intended to have water and sewer services; mixed use environment (residential, commercial, and industrial).
- Town Locale – Village of Brevort area; can support future growth; consists of restaurants, motels, and limited retail establishments; accessibility is good (U.S. 2, Ozark Road, and Worth Road); community wells and sewage systems may be needed to accommodate growth and higher densities.
- Future Growth Areas – Areas adjacent to the Urban Growth Center and Town Locale; growing at a slower pace; desirable due to close proximity to natural features and service areas.
- Specialized Development Areas – On the outer edges of development; many parcels have steep slopes; primary use is single-family residential at one unit per five acres; may be appropriate for wind towers, landfills, and communication towers.

- Rural Open Space and Development – Rural lands surrounded by more urbanized areas; but are not suited for development; may have wetlands, endangered/threatened species or habitats; long-term protection is critical; limited vehicle access and very limited low-density development (one unit per 10 acres).
- Ozark Agricultural Community – Located in the northeast corner of the township; history, nature, charm, and visual quality are unique; maintain existing agricultural operations while allowing for growth; future development should be compatible with farming; density allocations should be one unit for five acres.
- Natural Resources Production – Owned by a sand and gravel extraction enterprise; expected to remain in the near and distant future; site restoration should occur when extraction is complete; site could later be developed as a planned residential community.
- Highway 2 Corridor/View Preservation – The whole corridor should be thought of as a viewing area and not as a development area; panoramic vistas and sights of the corridor depict the essence of the Upper Peninsula character and beauty; not a place for tall or large structures; billboards, communication towers, wind towers, and the like are not appropriate; although there are some water and sewer services provided at some locations along U.S. 2, these services should not be extended; on privately owned parcels a density of one unit per five acres is recommended; development should be subtle and intermixed with natural vegetation whenever possible; higher densities of one unit per acre may be appropriate in areas adjacent to the Urban Growth Center or Town Locale if they have public services; exterior lighting should be controlled to protect the nighttime sky; access management provisions should be enforced.
- Forest Recreation – Incorporates the majority of the township; vast amount of public forest land is best suited for long-term protection; any development on private forest land should be limited to extremely low density single-family residential use (one unit per 40 acres); there should be minimum road and infrastructure improvements; exterior lighting should be controlled.

Portage Township (Does not contain a Future Land Use Section; the following are Recommendations)

- Shoreline bordering Manistique Lakes is already “over-developed” and may be a threat to the long term health of the lakes; some of the lakeshore development seems to be on wetlands and soils not suitable for residential or commercial use; a fragile situation exists.
- Formation of a Lakes Advisory Committee or a Clean Lakes Committee is recommended to establish a working agreement with MDNR to properly monitor and maintain water quality.
- Develop a Utility Authority or Water and Sewer Authority to investigate the feasibility of a sewer and/or water system along the most densely populated areas of the Manistique Lakes.
- Establish specific boundaries for the unincorporated village of Curtis and the development of zoning regulations exclusively for this area.
- Establish regulations within the zoning ordinance to allow for the phasing out of non-conforming uses.
- Consider site plan review requirement in the event public and corporate forest lands are sold or existing uses are changed.

St. Ignace Township (Plan Concepts)

- Preserve environmentally sensitive characteristics of the waterfront by regulating development.
- Preserve rural lifestyle large lot size zoning.

- Preserve forest resource-open space and outdoor recreation through large lot zoning.
- Develop limestone deposits and protect the area from conflicting uses.
- Authorize residential and commercial development near St. Ignace.

#### Hudson, Hendricks, and Newton Townships

No planning or zoning in effect.

#### City of Mackinac Island

- Conservation/Park – Includes all of Round Island and much of the State Park land on Mackinac Island; uses include wildlife habitat and environmental protection; parks and recreation facilities, and open space; property that is leased for scattered residential development and public utilities is expected to continue, but not expand.
- Recreation/Open Space – Includes privately owned recreation and open space lands (school, Grand Hotel golf courses, Wawashkamo Golf Course, Fort Mackinac, Marquette Park, Great Turtle Park, shoreline open space in from of Mission Point Resort, and the State marina).
- Residential – Proposed into four sub-categories (Shoreline Residential, Cottage Residential, Single Family Residential, and Mixed Residential).
- Commercial – Core of the commercial area is located along Huron Street, between Windemere Point and Marquette Park; meant to accommodate the needs of year-round residents and to serve as the center for most of the island's tourism activities; ferry docks are located in this area; residential uses may also be compatible as well as office and institutional uses
- Planned Unit Development – Allows for creative, cohesive design, mixed uses; Mission Point exhibits many of the best characteristics of a PUD; may be appropriate for other future development projects on a case-by-case basis.

#### City of St. Ignace

- Residential – Proposed into four sub-categories (Lower Density, Moderate Density, City Residential, and Mixed Residential).
- Hotel/Tourist Oriented Commercial – Generally located along the Business I-75 corridor north of the downtown area; includes lodging, restaurants, private campgrounds, and amusement activities; high traffic vehicular volume is expected and should be offset by access management regulations.
- Ferry Dockage and Associated Uses – Provides a vital economic lifeline to St. Ignace because Mackinac Island continues to be a central attraction bringing visitors into the city; in addition to transporting people, the ferries transfer goods, supplies, and equipment to Mackinac Island; efforts to improve the natural landscaping and screen open paved areas should be encouraged.
- Downtown Commercial – Includes the majority of the Downtown Development Authority District and is the commercial core of the city; contains a mix of business, service, and tourist uses; there is little room for new development, but several re-development opportunities exist.
- General Commercial – This category includes business located mostly along the southern sections of the city along the Business I-75 loop; includes larger scale businesses than in the Downtown Commercial area; planning considerations should address vehicular access, water and sewer services, landscaping, and buffering from residential uses.
- Institutional – This class includes the schools, churches, hospital, government buildings, cemeteries, county airport, city water filtration plant, sanitary treatment facility, and private



utility rights-of-way; possible issues could include greater noise/visual screening, traffic management, open space design options, lot setback requirements, and height restrictions.

- Recreation/Leisure – Includes the city parks system, Straits State Park, Little Bear East Arena & Convention Center; maintaining scenic viewsheds along the Lake Huron shoreline wherever possible should be a goal.
- Manufacturing/Light Industry – Operations such as wholesale, warehouse, and light clean manufacturing activities are recommended; should be limited to indoor where possible.

## **Mackinac County Future Land Use Maps**

The composite future land use maps shown in this chapter as Figures 5-A and 5-B resulted from a review of existing community documents (land use plans and zoning ordinances) developed by the cities and townships within the county, existing land use patterns, property ownership, parcel size, natural feature characteristics, existing infrastructure and services, and desired goals and objectives. Because the communities within the county have used so many different land use designations and descriptions, basic land use categories were utilized for the composite county future land use maps. These maps are meant to be general in nature. For more specific detail, the appropriate community land use plan should be consulted.

## **Mackinac County Future Land Use Categories**

Future land use categories are shown on the future land use maps, and uses which may be appropriate within each category are described in text. The future land use maps and recommendations should be utilized as a guide for future land use decisions and to help residents understand the rationale used by the Planning Commission when considering planning and zoning proposals submitted by the communities within Mackinac County. The future land use plan and maps should be considered a policy document and is not designed to be a reflection of the present zoning codes of the local governments. The future land use plan recognizes slow growth in the County's population and economy. The future land use maps reflect additional areas for urbanized uses.

The future land use maps show the distribution of recommended land use categories for all areas of the county, except the cities of Mackinac Island and St. Ignace. The generalized future land use categories used on the map are residential, commercial, community center, industrial/extractive/transportation, agricultural, forest/recreation, and waterfront protection.

### **Residential**

Land within the residential category on the future land use maps is shown as yellow. The townships with master plans have many different and inconsistent residential categories and with differing densities. Therefore, this future land use plan groups all residential uses into one category, including single-family, two-family, multiple-family, mobile homes, waterfront residential, island residential, cluster residential, and the like. Other compatible use would be parks, schools, churches, government buildings, and similar uses.

### **Commercial**

There are limited areas shown in red on the future land use maps meant strictly for commercial activities. Office, retail, and service businesses are appropriately grouped together in these areas. The City of St. Ignace serves many of the county's commercial needs, and residents also shop for goods and services in Sault Ste. Marie, Newberry, Marquette, Manistique,

Cheboygan, and Petoskey. Commercial uses are also noted in the mixed use smaller community centers in the county. Where commercial uses are adjacent to residential activities, vegetative buffers or fences are recommended.

### Community Centers

For the purpose of the future land use maps, the community centers designate unincorporated areas that are intended to provide for a concentration of residential, commercial, and institutional uses in a small community setting. Community centers are primarily intended to provide for residential neighborhoods, convenience shopping, personal services, and community facilities. A variety of housing opportunities would be available in a community center, including single-family or multiple-family at medium to high densities. A variety of social and civic functions could occur in a community center, including government offices, recreation facilities, churches, schools, and cemeteries. In some cases low impact industrial uses may be appropriate when buffered from other less intense uses. Where possible, community centers should be developed as pedestrian friendly. Regulations in these areas should be flexible enough to allow for re-use of vacant structures. In addition, higher density mixed uses may be appropriate in the limited areas where public water and/or sewer are available.

The incorporated cities of St. Ignace and Mackinac Island are also considered community centers. This future land use plan recognizes that these two cities provide valuable opportunities for all types of land uses, especially the more urbanized uses, such as residential, commercial, industrial, and institutional. These cities provide the infrastructure generally necessary for concentrated urbanized uses.

### Industrial/Extractive/Transportation

Because of the availability of mineral resources in Mackinac County, uses in this future land use category are more dedicated to extractive activities than to industrial or transportation. Land in this category is shown as purple on the future land use map. The county's four public airports are in this category. The two largest extractive areas are the O-N Minerals quarries on the east and west sides of the county, along with several smaller gravel and stone mining operations.

This future land use plan recognizes the importance of extractive industries to the county's economy in terms of jobs and tax base. However, this plan also recognizes the importance of maintenance, improvements, and re-development of extractive properties. Performance standards, reclamation requirements, and buffering regulations should be considered by the appropriate local community.

Good accessibility from an all-season highway is one important criterion, and depending on the needs of the particular industry, public services and utilities such as sewer, water, three-phase power, or natural gas may be significant requirements for industrial uses. Because Mackinac County does not provide infrastructure such as sanitary sewer and public water generally needed by industrial uses, this future land use plan recommends these uses be guided to locations where adequate services and utilities exist or the developer is willing to install the needed services. Local community involvement should be solicited prior to expansion of existing or development of new industrial uses.

## Agricultural

Agricultural areas shown as tan on the future land use maps generally correspond to areas where soils are suitable for farming and where land is currently being used for agricultural purposes, including crop production, raising of livestock and poultry, orchards, plant nurseries, Christmas tree farms, bee keeping, maple syrup production, farm dwellings, and farm outbuildings. Single-family homes on large lots are also welcome; however, buffering or fencing may be needed to separate incompatible activities.

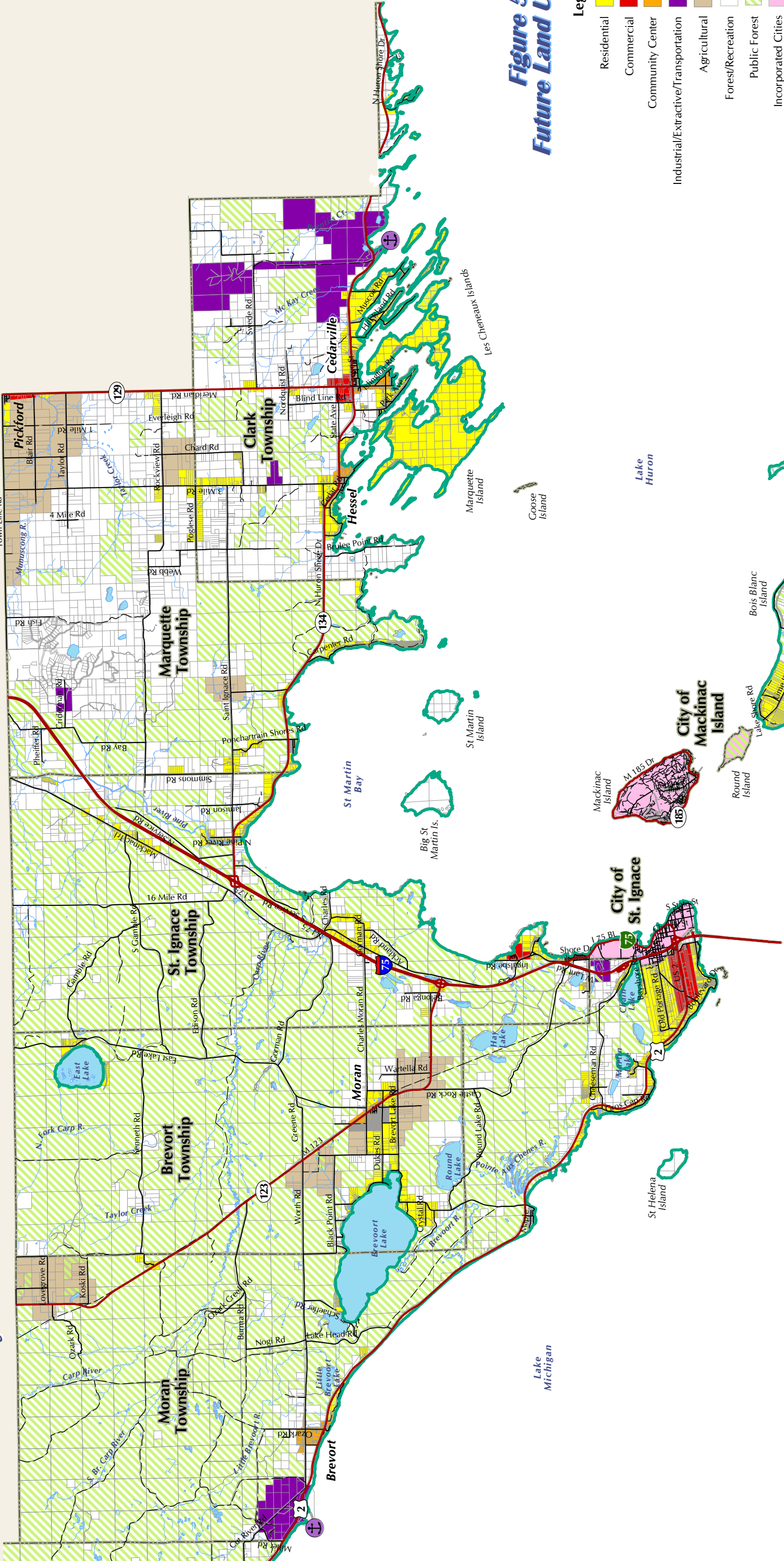
## Forest Recreation

This category, shown in white and covering the majority of the county, is intended to provide areas where management and production of timber resources and recreational activities are the predominant land use. In addition to privately owned commercial forest land, this category includes large tracts of state and federal forest land. It is most likely that these public lands will remain unchanged in the foreseeable future and that only small portions will be converted to private ownership. The preservation of forest land for outdoor recreational purposes was important to the public outreach participants during this plan development process. They said they enjoyed hunting, fishing, wildlife viewing, snowmobiling, hiking, biking, skiing, and similar activities. Campgrounds, recreational trails, hunting camps, and commercial resorts would be appropriate in this category. Very low density single-family homes on private property would also be compatible.

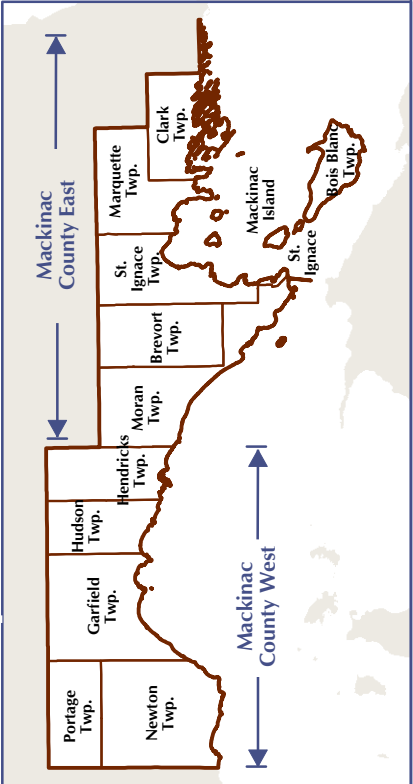
Forest industries are important to Mackinac County's economy, and this future land use plan supports the continuation or expansion of these logging and lumber production operations, but recommends best management practices and re-forestation programs.

## Waterfront Protection

Since there is extensive Great Lakes shoreline, several large inland lakes, and numerous islands within Mackinac County, this future land use plan encourages local governments to take an active role in developing waterfront protection regulations. Water features serve as important recreational, economic, and natural assets within the county and will continue to be popular locations for residential growth. Local governments may want to address issues including erosion control, minimum building elevations, setbacks from the high water mark, shoreline buffering, and lower density development.



Inset Map



Adoption Date: April 25, 2007



**WADETRIM**  
2711 West McCoy Road  
Gaylord, MI 49735  
989.732.3584

Figure 5-A  
Future Land Use

Legend

- Residential
- Commercial
- Community Center
- Industrial/Extractive/Transportation
- Agricultural
- Forest/Recreation
- Public Forest
- Incorporated Cities
- Waterfront Protection
- Deep Water Port Facility
- State or U.S. Highways
- Roads
- Private Roads/Trails
- Property Lines
- Municipal Boundaries
- Rivers and Creeks
- Inland Water Bodies



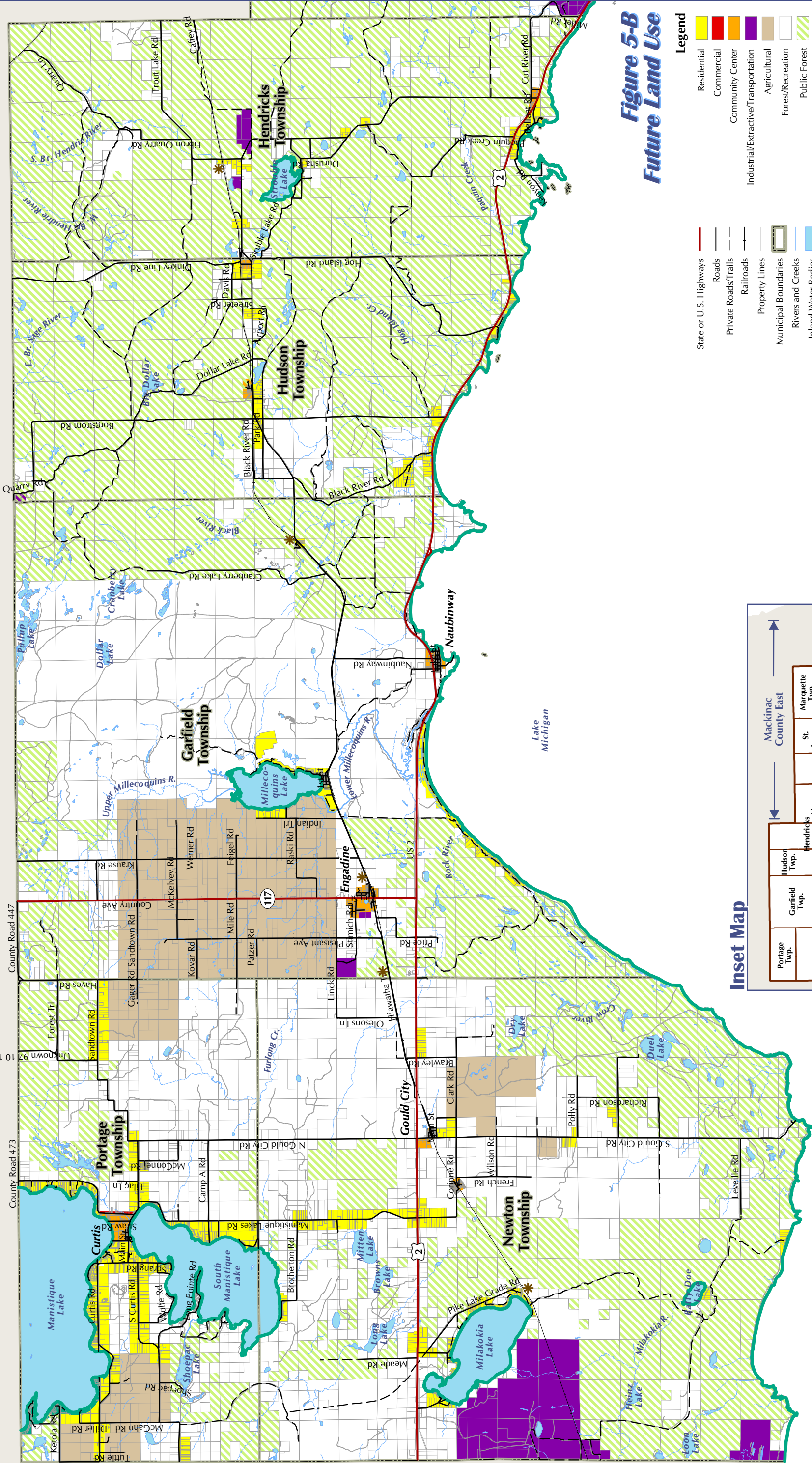
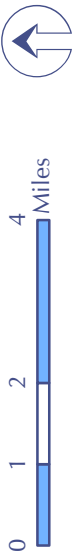


Figure 5-B  
Future Land Use

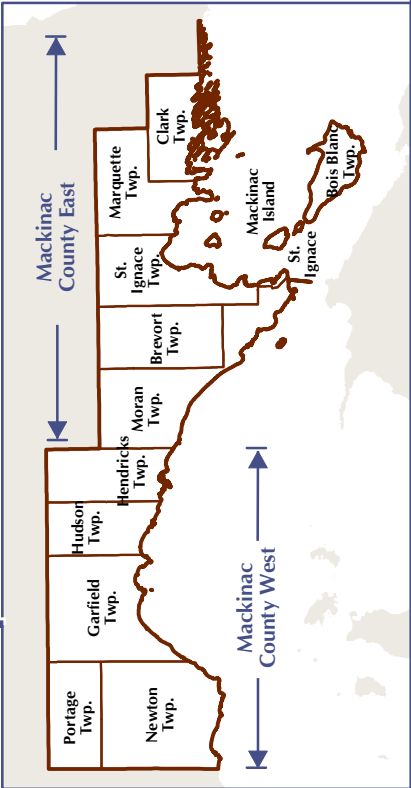
- Legend**

  - State or U.S. Highways
  - Roads
  - Private Roads/Trails
  - Railroads
  - Property Lines
  - Municipal Boundaries
  - Rivers and Creeks
  - Inland Water Bodies
  - Railroad Sidings
- Residential
  - Commercial
  - Community Center
  - Industrial/Extractive/Transportation
  - Agricultural
  - Forest/Recreation
  - Public Forest
  - Waterfront Protection

Adoption Date: April 25, 2007



Inset Map





## CHAPTER 5 IMPLEMENTATION AND ADOPTION

### Implementation

The *Mackinac County Updated Master Plan (2013)* was developed to provide a vision of the county's future. It will serve as a tool for decision making on future development proposals. The plan will also act as a guide for future public investment and service decisions, such as the local budget, grant applications, road maintenance and improvements, community group activities, tax incentive decisions, and administration of utilities and services.

Within Mackinac County, the cities of Mackinac Island and St. Ignace and all townships except Hendricks, Hudson, and Newton have planning and zoning authority. It is the intention of this County Master Plan to provide further guidance to local communities in making their respective land use decisions. By state statute, cities and townships are required to forward any new land use plans or amendments to an existing plan to the county planning commission for review. In addition, townships are required to forward new zoning ordinances and amendments to a current zoning ordinance or zoning map to the county planning commission for review. The *County Master Plan* does not intend to direct local communities to change their zoning. However, the plan does encourage communities to have common and consistent zoning regulations that address issues on adjacent boundaries such as for site plan reviews, landscaping and screening, greenbelts and water protection buffers, home based businesses, signs and billboards, highway access management on major highways, and parking requirements.

The *Updated Master Plan (2013)* can also be use as a guide for future public investment and service decisions. Many communities prioritize and budget for capital improvements project, such as infrastructure improvements. A Capital Improvements Program (CIP) typically looks five years into the future to establish a schedule for all anticipated capital improvement projects in the community. A CIP includes cost estimates and sources for financing for each project. It can therefore serve as both a budgetary and policy document to aid in the implementation of a community's master plan.

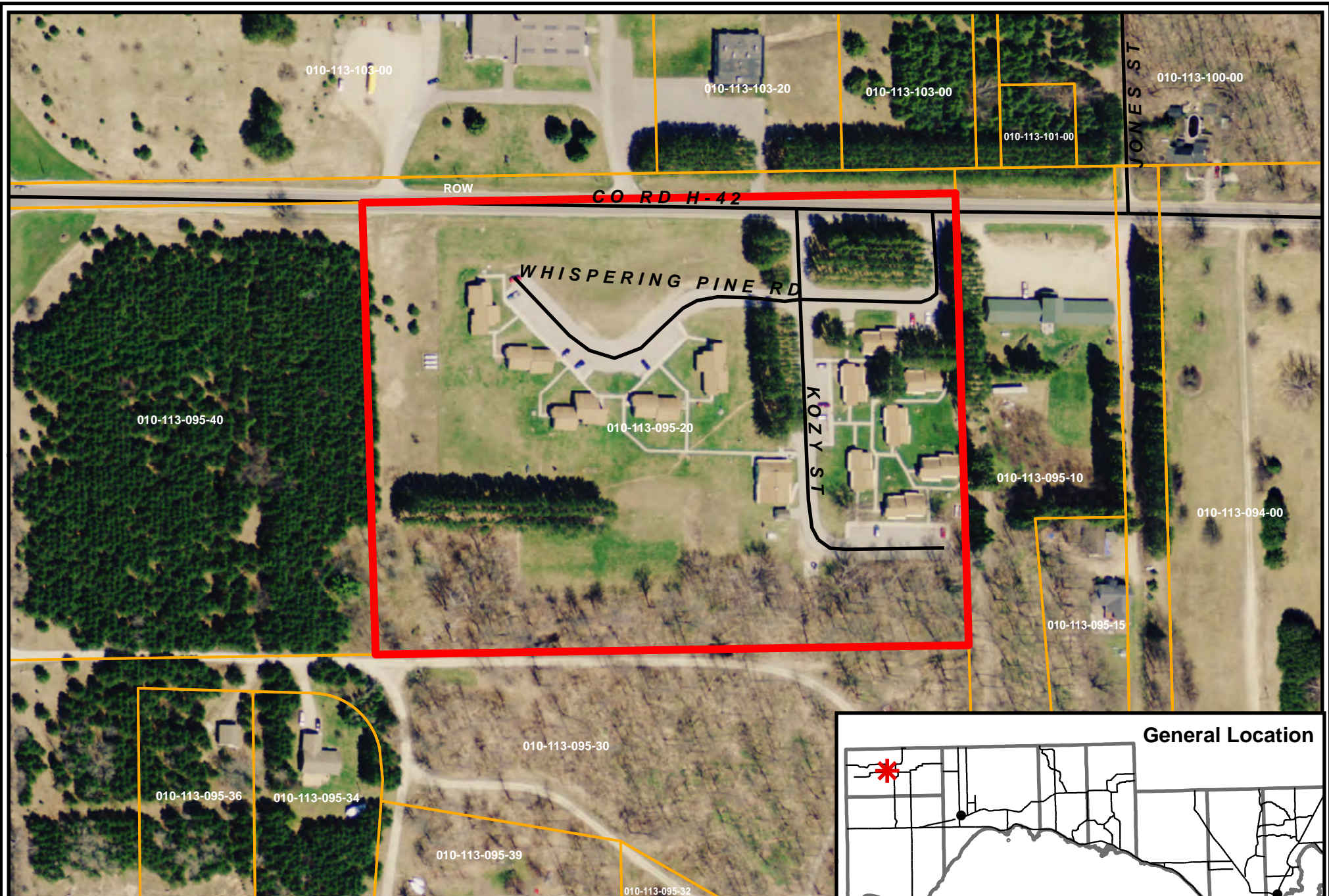
Since Mackinac County owns vacant land that could be used for recreation purposes, the county may wish to apply for certain MDNR recreation grants. In order to be eligible for those grants, the county must have a current recreation plan. Background information presented in this *Master Plan* and the county's *Fact Book* would provide some of the required data for a recreation plan. Additional work would include a detailed inventory of existing recreational facilities within the county and the region, recreation goals, and an action program for existing and proposed facilities. An MDNR approved recreation plan would cover a five-year planning period. Grant funds could be pursued for recreation projects identified in this *Master Plan* and in a yet-to-be-developed recreation plan. Proposed projects may include development or improvements to existing properties or acquisition of new recreation properties.

Countywide and even multi-county needs are identified within this Updated Master Plan (2013). The plan encourages communities and organizations to complete watershed plans, economic development strategic plans, resource recovery plans, highway corridor plans, or ecological corridor plans as appropriate.

## **Master Plan Adoption**

The following items are provided as documentation that procedures required by the County Planning Act (PA 282 of 1945), as amended, were followed:

- “Notice of Intent to Plan” mailing list
- Public input sessions poster
- County Board of Commissioners meeting minutes from January 25, 2007 (granting permission to distribute draft plan)
- Mailing list for draft plan recipients
- Public hearing notice publication
- Minutes from public hearing on April 25, 2007
- Resolution of Adoption by Planning Commission
- Resolution of Concurrence by Board of Commissioners
- Mailing list for final adopted plan recipients



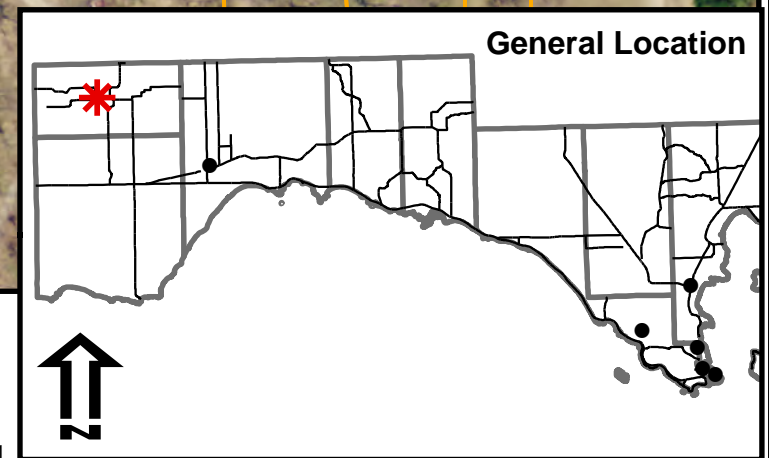
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PO BOX 520 SSM, MI 49783  
906.635.1581

# Mackinac County Senior & Low-Income Housing - Curtis

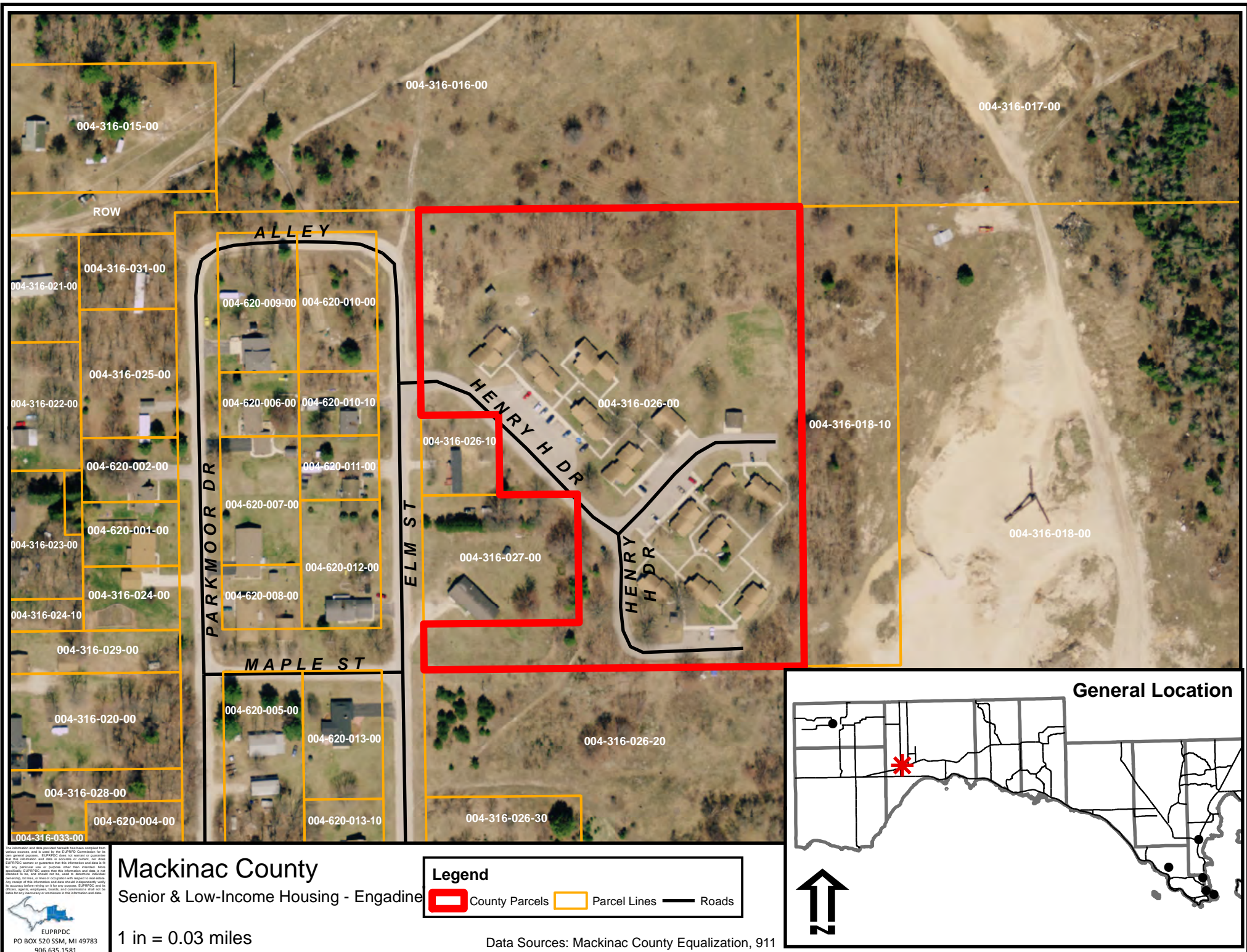
**Legend**

County Parcels  Parcel Lines  Roads

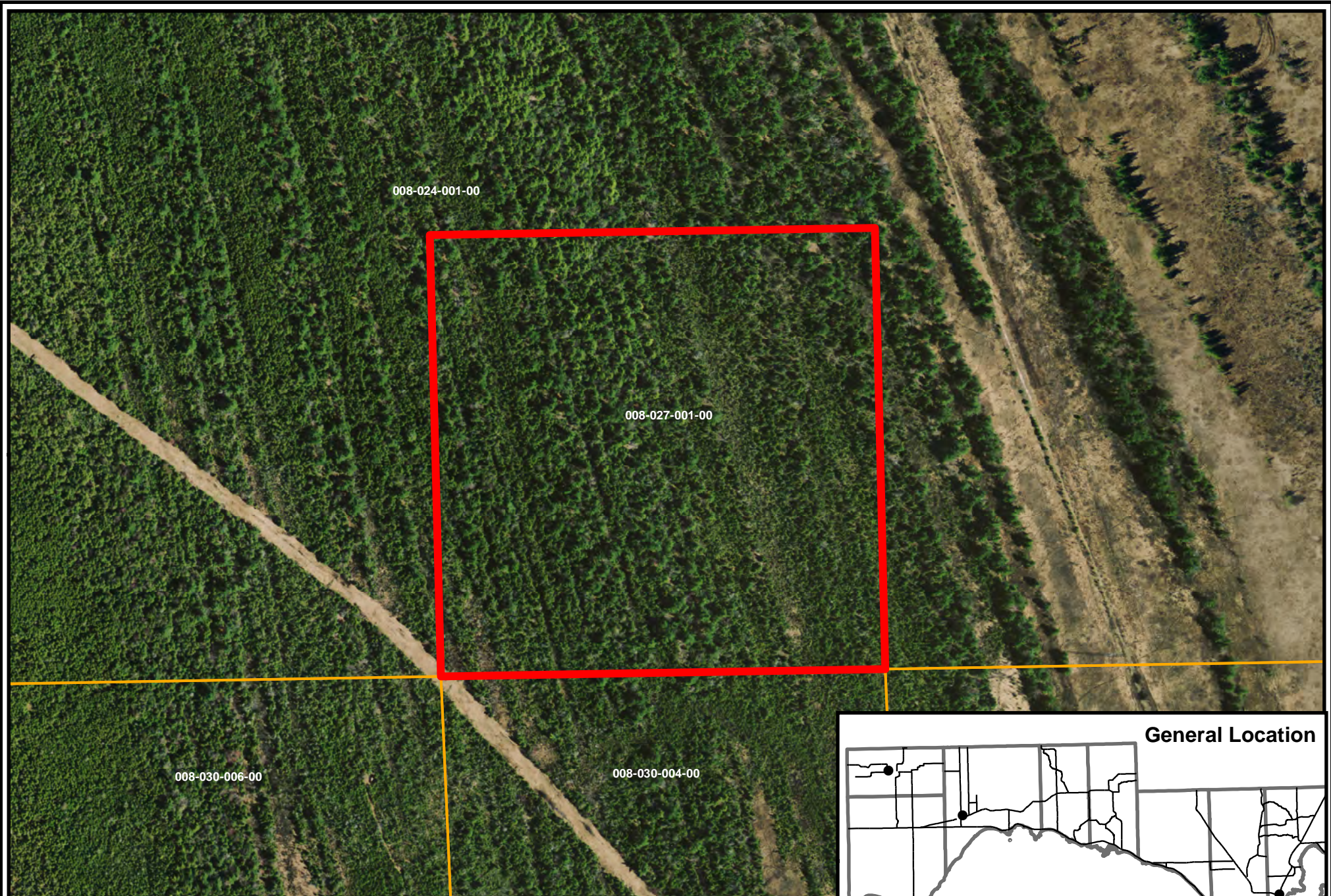


Data Sources: Mackinac County Equalization, 911









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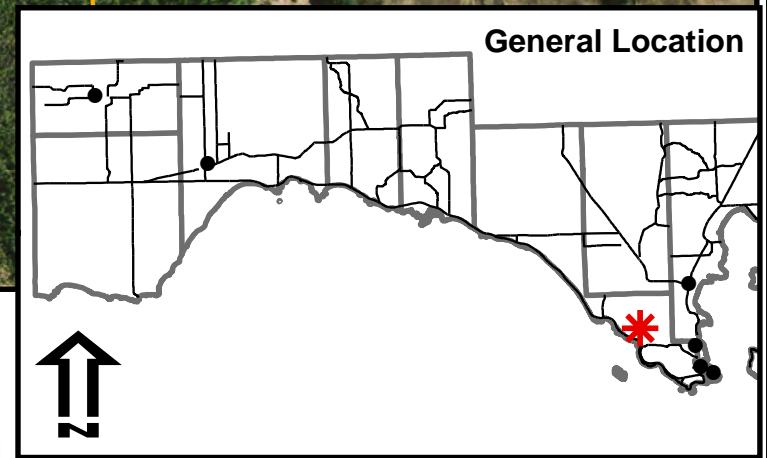
**EUPRDC**  
 PO BOX 520 SSM, MI 49783  
 906.635.1581

# Mackinac County Currently Held for Wetland Mitigation

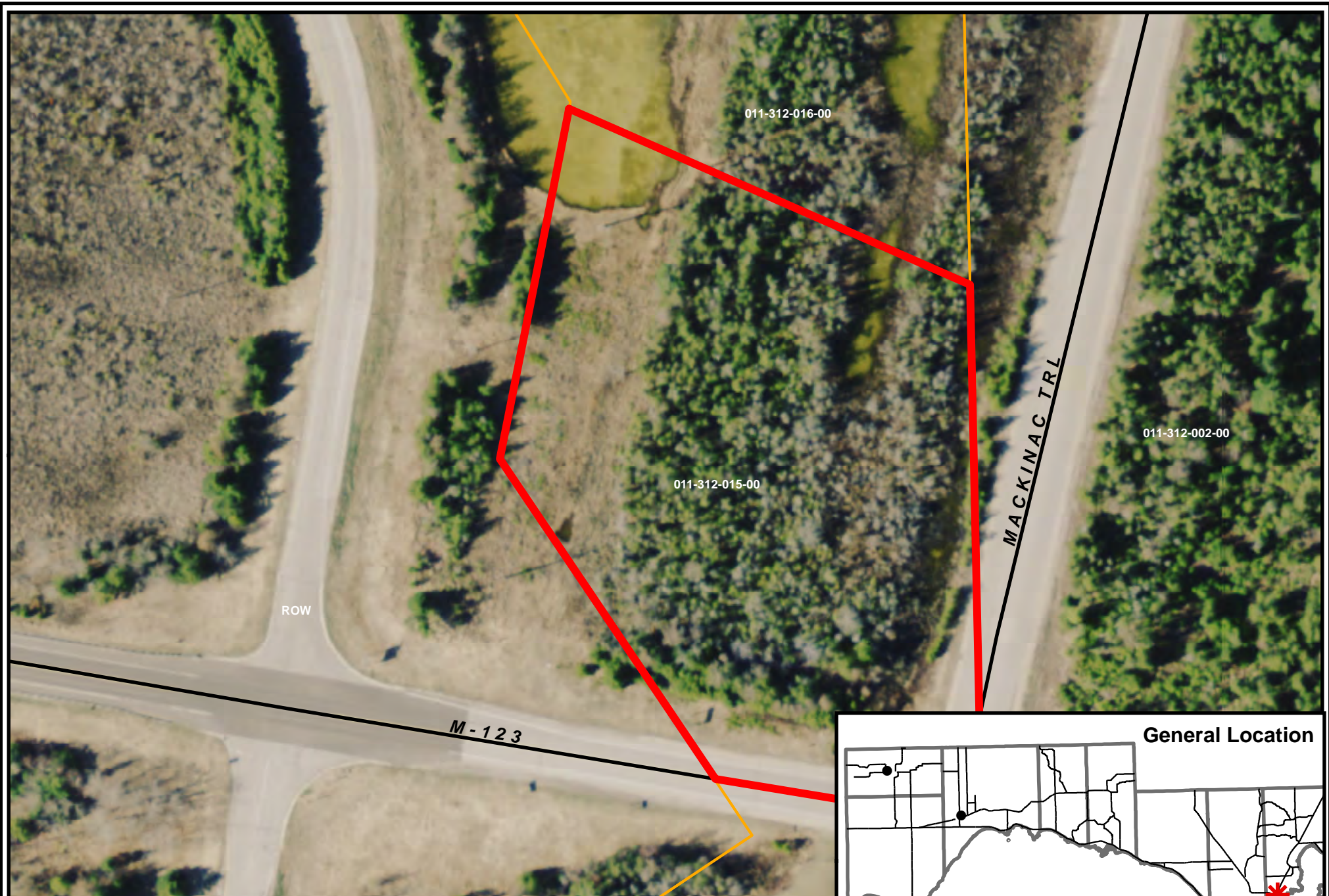
1 in = 0.07 miles

**Legend**  
 County Parcels
 Parcel Lines
 Roads

Data Sources: Mackinac County Equalization, 911







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906.635.1581

# Mackinac County

1.35 Acres Held for Wetland Mitigation

1 in = 0.02 miles

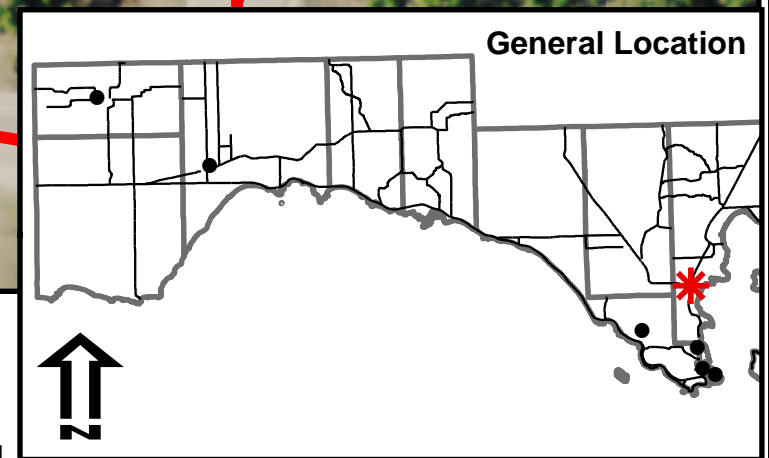
**Legend**

County Parcels

Parcel Lines

Roads

Data Sources: Mackinac County Equalization, 911







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906.635.1581

# Mackinac County Airport Property

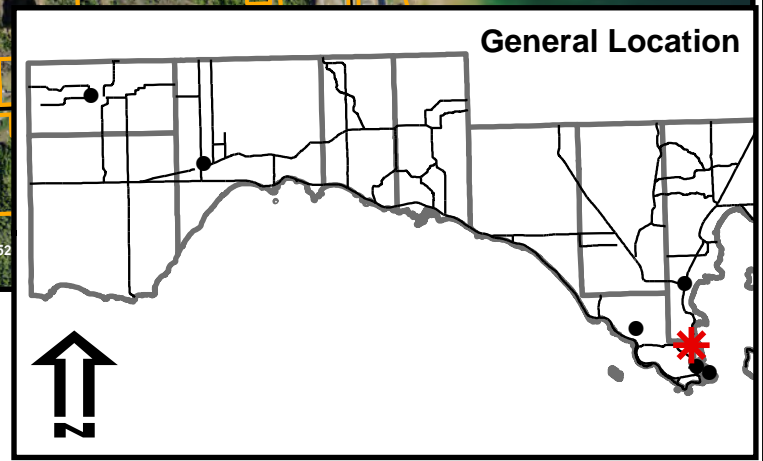
1 in = 0.24 miles

**Legend**  
 County Parcels

Parcel Lines

Roads

Data Sources: Mackinac County Equalization, 911







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## Mackinac County

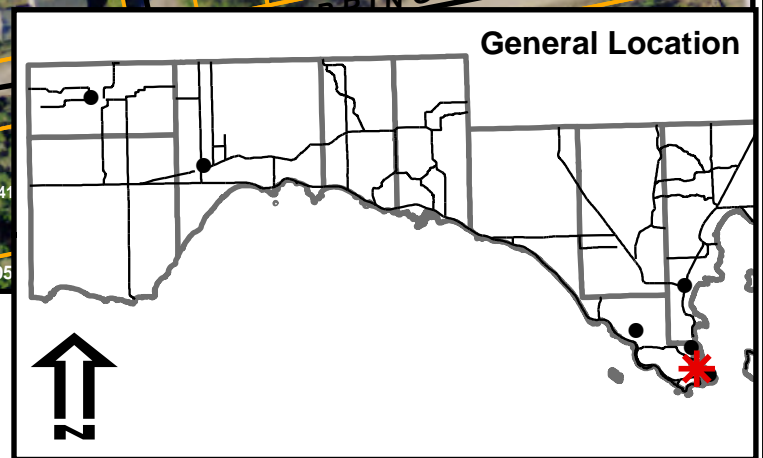
### County Courthouse/Annex Location

1 in = 0.03 miles

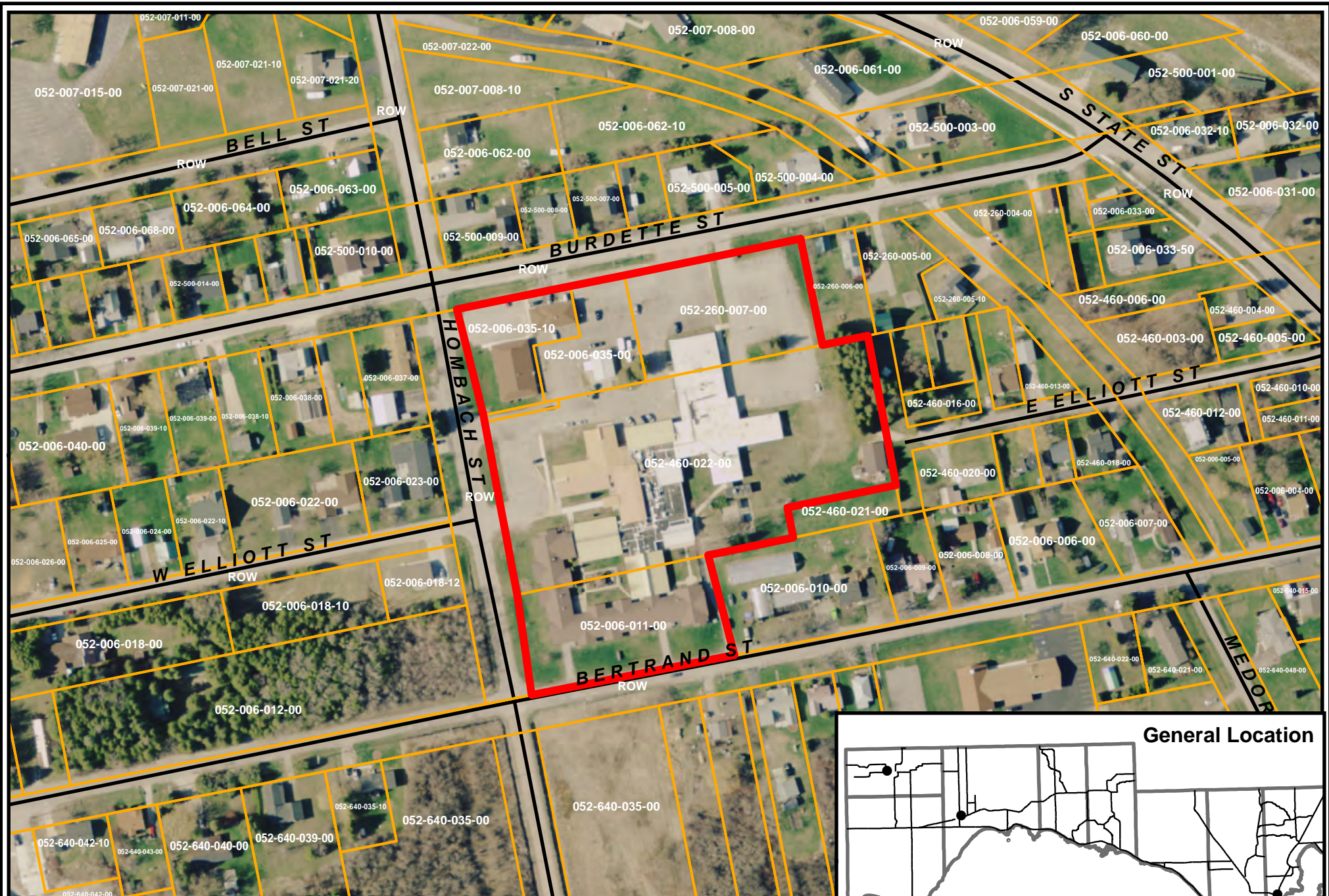
#### Legend

County Parcels  Parcel Lines  Roads

Data Sources: Mackinac County Equalization, 911







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 EUPRDC  
 PO BOX 520 SSM, MI 49783  
 906.635.1581

# Mackinac County Old County Hospital Location

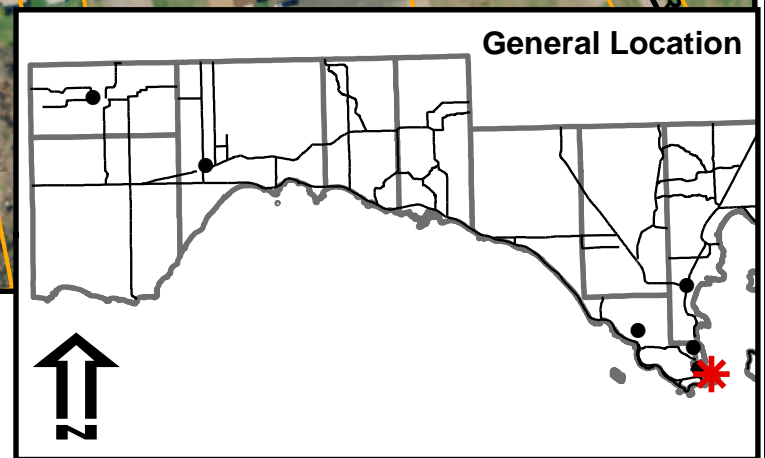
1 in = 0.04 miles

County Parcels

Parcel Lines

Roads

Data Sources: Mackinac County Equalization, 911





# MACKINAC COUNTY CLERK

100 S. Marley Street Room 10

St. Ignace, Michigan 49781

(906) 643-7300

Fax: (906) 643-7302

TDD (800) 649-3777

MARY KAY TAMLYN

County Clerk

(906) 643-7301

CHRISTINE SCHLEHUBER

Deputy Circuit Court Clerk

(906) 643-7305

LORI JOHNSTON

Chief Deputy Clerk

(906) 643-7349

## RESOLUTION OF CONCURRENCE

HILLARY KLEEMAN-VOWELL

Deputy Administrative Clerk

(906) 643-7300

### MACKINAC COUNTY MASTER PLAN AMENDMENT

- Whereas: The County of Mackinac, Michigan, established a County Planning Commission under State of Michigan Public Act 33 of 2008, as amended (Michigan Planning Enabling Act); and,
- Whereas: The County Planning Commission is required by Section 7 of 125.3807 of the Act to adopt, amend, and implement the master plan as provided; and,
- Whereas: The County Planning Commission prepared the Master Plan Amendment pursuant to the requirements of the act consistent with existing land use conditions, social and economic profile, natural resources inventory, available services and facilities, planning goals and objectives, and future land use recommendations; and,
- Whereas: The Master Plan was presented at a public hearing held on August 7, 2013 before the Planning commission as required by Section 43 of the Act.
- Whereas: The Planning Commission considered public comments and adopted the Master Plan Amendment on August 7, 2013.

Now, therefore, be it resolved that:

The Mackinac County Board of Commissioners does hereby concur with the action of the Planning Commission by means of passing this resolution on this 22<sup>nd</sup> day of August, 2013.

Motion made by: Patrick

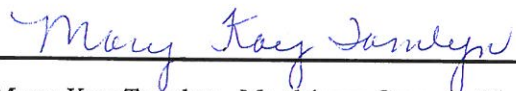
Seconded by: McPhee

Voice vote; the motion passed unanimously.

### CERTIFICATION

I, Mary Kay Tamlyn, Clerk of the Mackinac County Board of Commissioners, do hereby certify and set my seal to the above resolution as adopted by the Mackinac County Board of Commissioners at their regular meeting on August 22, 2013 at St. Ignace, Michigan.

IN TESTIMONY WHEREOF, I hereunto set my hand and affixed the official seal at St. Ignace, Michigan this 26th day of August, 2013

  
\_\_\_\_\_  
Mary Kay Tamlyn, Mackinac County Clerk