

# A MASTER PLAN for Clam Lake Township



April 30, 2018

Hold For Resolution of Adoption



# ACKNOWLEDGMENTS

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# INTRODUCTION



Clam Lake Township is located in the Northwestern quadrant of Michigan's Lower Peninsula, encompassing a total of 30 square miles. The Township borders Cadillac to the north and serves as a bedroom community to Cadillac. The topography consists of rolling hills, productive farmland, and two inland lakes. These characteristics have shaped the settlements that grew up among them, and the region has become known for its agricultural products, its resort quality, and its abundance of recreational opportunities. Clam Lake plans to protect and cultivate these resources, while promoting economic development and new high quality housing choices for existing and future residents.

## PLANNING CONTEXT

The purpose of this Master Plan is to serve as a living document to guide Clam Lake Township's future development based on community needs and desires. A Master Plan is comprehensive in scope, but also provides more specific actions and site locations for implementing the community's goals.

The Michigan Planning Enabling Act (MPEA), Public Act 33 of 2008, requires that the planning commission create and approve a master plan as a guide for development and review the master plan at least once every five years after adoption.

This Master Plan is of particular significance to Clam Lake since this will be the Township's first ever comprehensive master plan to guide future development and growth in the Township. Previously, Wexford County provided planning and zoning services to most Townships in the County, including Clam Lake.

## History

*Excerpted from the Clam Lake Downtown Development Authority*

Clam Lake and the greater Cadillac area has a rich history which has impacted land use patterns and development trends visible today. In 1871, lumber seeker George Mitchell arrived on the Little Clam Lake (later Lake Cadillac) eastern shore. This was shortly after the great Michigan fires swept across the state, destroying or seriously damaging timber harvest areas and lumber mills.

Mr. Mitchell convinced the G.R. & I. Railroad to redirect the railroad that was to head toward Charlevoix and Petoskey eastward to a point three miles south of Little Clam Lake. He felt the most direct route for his lumber was between the two lakes.

He faced a couple challenges in order to successfully harvest timber in the area. Mr. Mitchell tried dredging the Black Creek that flowed easterly, connecting the two lakes to float logs from Big Clam Lake (later Lake Mitchell) to his lumber mills in his village. The Black Creek route failed. Mr. Mitchell felt that the natural flow of water to the Clam River outlet at the northeast corner of the smaller lake would be ideal for floating cut timber to his mills; so he constructed a canal a few hundred feet south of the creek. The area was then built up into a booming lumber community.

Clam Lake became a tourist destination with boat companies and the railroad carrying tourists to that

## Grand Vision Guiding Principles

### Transportation

A regional multi-modal transportation system that supports energy conservation

### Energy

Sustainable-energy uses in construction, transportation and economic development

### Natural Resources

Protected and preserved water, forests, natural and scenic areas

### Growth and Investment

Unique and vibrant communities that strengthen the local economy

### Food and Farming

Local farms and regional food systems as a viable part of our communities

### Housing

A diverse mix of regional housing choices with affordable options

"social" town on the lakes. There were picnics, berry picking and hiking. The train rides became quite an experience with food, music and dancing during the excursion.

In 1872, Mr. Mitchell organized Clam Lake Village (later Cadillac). In 1877, Cadillac became a city and George Mitchell was its first mayor.

## Other Plans and Planning Efforts

When undertaking a comprehensive planning effort, it is important to take stock of efforts already underway to ensure consistency with neighboring communities and that concurrent efforts are not replicated.

### Grand Vision

Antrim, Benzie, Grand Traverse, Kalkaska, Leelanau, and Wexford Counties came together in 2007 to launch a comprehensive and far-reaching planning initiative called The Grand Vision. Three years of intensive public



participation yielded six guiding principles and a new web of partnership networks across the region.

### ***Wexford County Joint Planning Commission***

In 2015, the Wexford County Board of Commissioners voted to abolish its planning and zoning services, thus providing the communities that make up Wexford County with a unique opportunity to redefine their land use policies and community vision. Eleven communities came together to form the largest joint planning commission in the State of Michigan. While Clam Lake Township elected not to formally participate in this effort, the Township benefits from the coordinated regional vision and policies identified through this process.

Clam Lake Township has adopted the 2013 Wexford County Zoning Ordinance #5, as amended, as an interim zoning ordinance. Land use goals and policies identified in the 2004 Wexford County Comprehensive Plan have informed broad goals and strategies included in this plan.

### ***Clam Lake DDA***

In 1992, Clam Lake Township formed a Downtown Development Authority with a board and a 30-year authorization through 2022. The district limits extend along US-131 BR and Mackinaw Trail Corridors on the south side of the City of Cadillac. The original plan for the DDA was completed in November 1994, and has subsequently been updated as recently as 2015. Because of comprehensive community engagement and a long history of supporting economic development in the Township, the DDA plan was extremely useful in developing this master plan.

### ***Housing Market Analysis***

Community Research Services, LLC was commissioned by Alliance for Economic Success in 2016-17 to conduct a housing market analysis for Wexford County. They were tasked with investigating the market conditions present for both affordable and market rate rental housing options across the County. Results indicate market demand for senior rental housing, affordable rental housing, and workforce housing in the greater Cadillac area. Specifically, the study highlighted a lack of market rate rental housing for persons above the “affordable” income range as well the need for an independent-living senior housing development. Although Clam Lake Township has vacant residential lots within subdivision housing developments, there seems to be a need for a broader mix of housing options for prospective developers.

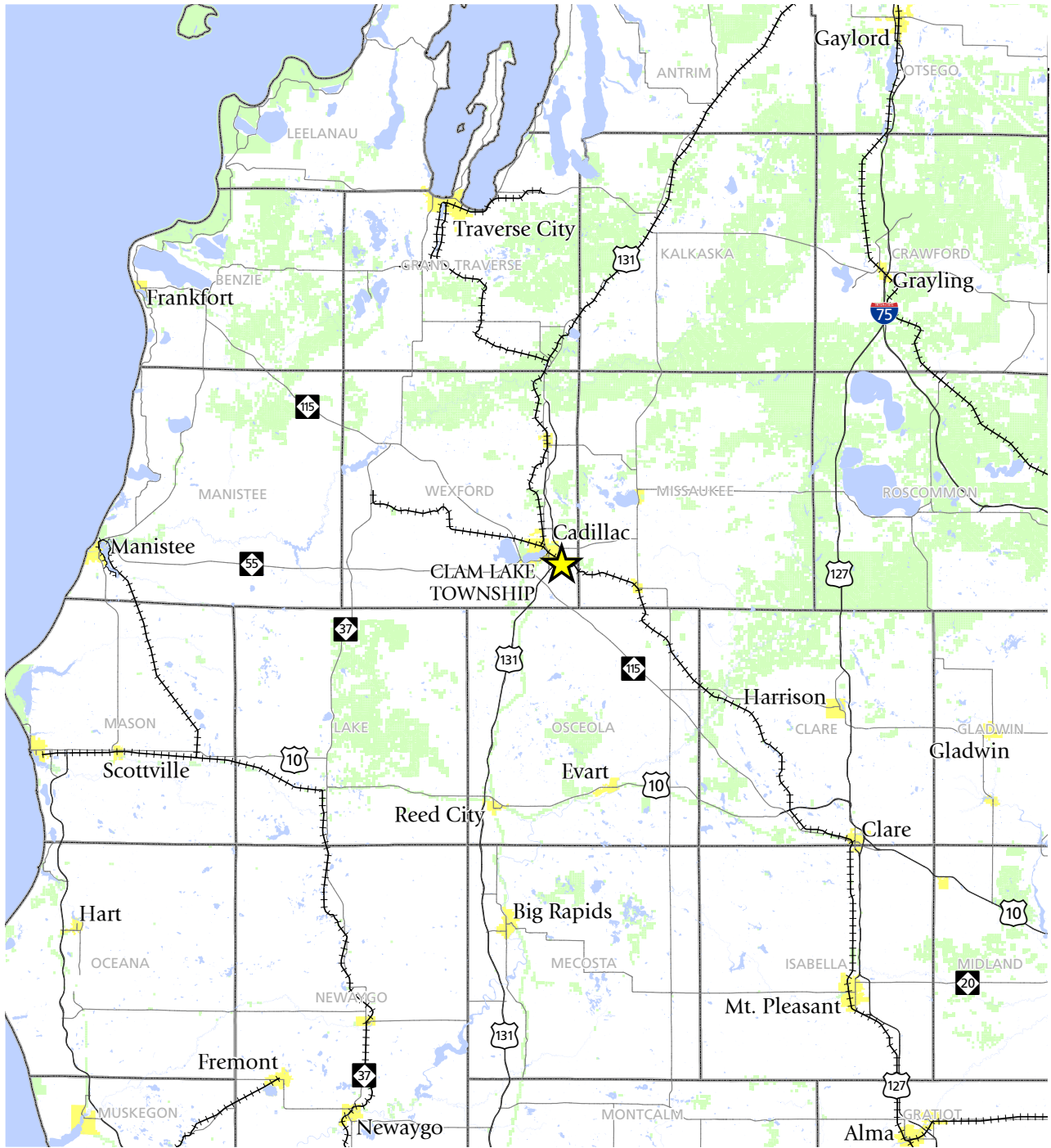
**“The (Clam Lake) district is ripe for new development and (the DDA) is eager to ensure such development is compatible to the existing character and needs of the community. The DDA has an excellent foundation from which to attract developers, for example, high visibility from the highway corridor is a very marketable characteristic of currently vacant property.”**

- 2015 DDA Strategic Plan





## 1: Regional Location Map



CLAM LAKE TOWNSHIP MASTER PLAN

**Regional Location**

Data Sources: State of Michigan Geographic Data Library, Michigan DNR Open Data Portal

- |                    |                     |
|--------------------|---------------------|
| — Freeways         | ■ DNR Lands / Parks |
| — State Trunklines | ■ Cities            |
| ++++ Railroads     | ■ Lakes / Ponds     |
| — County Boundary  | — Rivers / Streams  |









# COMMUNITY PROFILE

This chapter explores Clam Lake's demographic trends as they relate to population, housing, health, education, and economics. The people of Clam Lake are truly what makes the community vibrant and unique. Trends in this community profile were used throughout the planning process to inform this Master Plan's strategic goals and future land use classifications.

Clam Lake is unique compared with other northwest Michigan communities in that it has a growing population of young families. There is a huge opportunity to leverage these trends to support economic development in the region.



## DEMOGRAPHIC PROFILE

Planning for a place means understanding the people who live there. Population characteristics, including where and how we live and what we do for work, allow the unique features of a community to be described and conclusions to be drawn that can then wisely inform policy and implementation.

### *2010 US Census*

This is the gold standard for demographic data. It measures 100% of the population and offers comparable data points at regular intervals throughout most of the United States' developed history. However, available data is limited to population and housing information, and the ten-year interval between data points means it is rarely "fresh."

### *American Community Survey*

The ACS program replaced the "long form" Census questions beginning in 2000, asking the same types of detailed questions about social, economic, and housing conditions on a rolling basis instead of once per decade. Statistical validity of the ACS depends on sampling. In larger communities (those with populations of 65,000 or more), it is possible to gain a valid sample within twelve

months, which the ACS calls a "one-year estimate." For mid-size communities (population 20,000-65,000), it takes 36 months of data collection to achieve a valid sample size, and for communities smaller than 20,000, it takes 60 months. This system exposes the statistical trade off between the reliability gained by increasing sample size and the currency that is sacrificed in the time it takes to do so.

### *Esri Business Analyst*

This proprietary software presents privately-generated market research data. In addition, it estimates Census and ACS data for geographic configurations other than Census-defined tracts, blocks, and places.

## People

The 2010 Census recorded 1246 males and 1221 females in Clam Lake Township, representing a split of 50.5% to 49.5%. Predictably, there are more women aged 70 and over than there are men, but there are more men than women aged 55-70. The most pronounced difference is in the youth, with more boys than girls between the ages of 5 and 19 and considerably more in the college-aged range of 20-24. A look at the educational attainment of the population aged 18-24 (2015 ACS 5-year) suggests that this may be because females are in college: 64% of the females in this age range have "some college" or a bachelor's degree, compared with just 43% of males.

The median age in Clam Lake Township is 45.1. This is older than Wexford County (40.9), which is older than Michigan (38.9), which is older than the United States (37.2). This is well in keeping with the "graying" of northern Michigan, wherein many people have made their "up north" vacation home into their retirement residence. Both the built environment and the social programming of their communities will need to accommodate this demographic change.

The residents of Clam Lake Township are almost uniformly white, with 97% of the population identifying as such. Residents reporting African American, American Indian, or Asian race, and those reporting Hispanic ethnicity, each number about 15-25 persons. The most commonly reported ancestry is German, at 24%. Dutch, American, English, and Swedish backgrounds each represent about 10% of the population; the categories listed here represent about 64% of Clam Lake Township's heritage.

## Households

Most of the households in Clam Lake Township are made up of families, at 81%. This is considerably higher than non-Township geographies such as the City of Cadillac (60%), Wexford County (68%), Michigan (65%), and



*A view looking out over Stone Ledge Lake.*





the US (66%), which is to be expected because they generally offer more housing formats designed for smaller households, but it is also higher than any of the adjacent Townships (69%-77%). The same pattern holds for married-couple families. Seventy percent of Clam Lake households are made up of married couples, which is considerably more than County, State, and national geographies (54%, 48%, 48%, respectively) and slightly more than neighboring Townships (61%-64%). This represents considerable household stability, and also forms a powerful buffer against poverty: only 5.7% of married couple families reported income below the poverty level over the past 12 months, compared with 12.3% among all people. Among those who are single, more men than women never married (28% vs 18%) while far more women than men are widowed (11% vs 0.5%); a comparable percentage are divorced (8% of men and 6% of women).

During the 2011-2015 data collection period for the American Community Survey, the birth rate in Clam Lake Township was considerably lower than elsewhere at 25 births per 1000 women. This is less than half the County, State, and national rate of 52, 52, and 53 births per 1000 women respectively, and an even smaller proportion of the rate in the City of Cadillac, Cherry Grove, and Sherman Townships (71, 66, 66; Richland comes closer at 35). The births that did occur continue to support Clam Lake Township's household stability: no births to unmarried women are reported, and all births occurred during the maternal ages of 20-34. Nationally, 36% of births occur to unmarried women.

Notwithstanding this low-fertility period, there are plenty of children in Clam Lake Township. Persons younger than 18 live in 31.4% of households, compared with 26%-29% in the surrounding Townships and 32.3% nationally. The average household size of 2.78 persons is the largest among all of the geographies surveyed, and the average family size of 3.13 persons is larger than all but the national figure (3.24). This tendency to live together carries through the senior years, where only 5.6% of households are comprised of a person aged 65 or older living alone compared to approximately 10% at the County, State, and national levels.

## Health

The Robert Wood Johnson Foundation, a philanthropy dedicated to improving public health nationwide, ranks Wexford County's health outcomes 65th among Michigan's 83 counties, and its health behaviors rank 44th. It is an excellent resource that tracks data not found elsewhere; however, some caution must be exercised in remembering that not all countywide findings may apply equally to Clam Lake Township. Even with this caveat, the



data points to specific areas in which focused efforts can have measurable impact on citizen welfare.

Measures influencing health outcomes are low birthweight, length of life, and three self-reported measures of quality of life (poor or fair health; poor physical health days; poor mental health days). Data from Wexford County was comparable to statewide data in most cases, with the exception of an elevated rate of premature death, defined as death before the age of 75.

Health factors include behaviors, clinical care, social and economic factors, and the physical environment. Significant measures for Wexford County include a low rate of sexually transmitted infections (the County rate is 67% of the State rate) and a higher rate of teen births (171% of the State rate), though the earlier analysis shows that Clam Lake Township is likely not contributing to the second measure. The rate of "disconnected youth," meaning persons aged 18-24 who are neither working nor in school, is considerably higher in the County (24%) than the state (14%). Injury deaths occur in Wexford County at 131% of the rate that they do across the state. Perhaps most alarming is the Wexford motor vehicle crash death rate, which is more than twice as high as in Michigan generally.

The American Community Survey reports that the overall percentage of citizens with a disability is comparable across all geographies surveyed at 12%-17%, with Clam

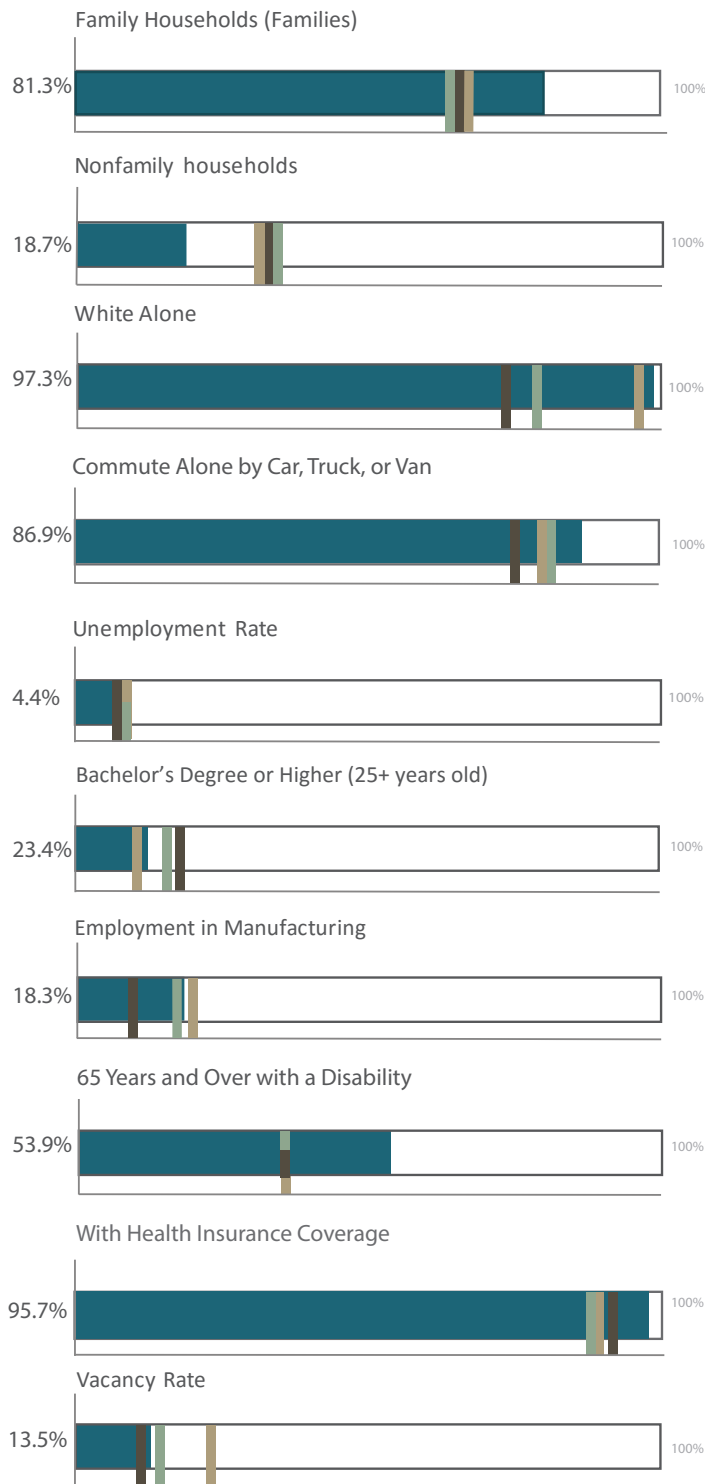


## 2: Prosperity Index

# Clam Lake Township Prosperity Index

Prosperity Index Key

Clam Lake Township   Wexford County   Michigan   United States

**Households**

Total households 859  
 Average Household Size 2.78  
 Average Family Size 3.13  
 Median Household Value \$130,600  
 Median Gross Rent \$787

**Education**

Population Enrolled in School 607  
 High School Graduate 38.1%  
 No High School Diploma 6.3%

**Commuting**

Commute by Public Transportation 0.0%  
 Commute by Carpool 8.7%  
 Average Commute Time 18.5 minutes

**Employment**

In Labor Force 61.7%  
 Self-employed 5.7%  
 Veteran Status 11.4%  
 Disability Status 14.9%

**Income**

Median Household Income \$59,375  
 Median Earnings for Workers \$27,870  
 Male Full-Time Earnings \$53,145  
 Female Full-Time Earnings \$30,278  
 Population in Poverty 4.5%  
 Children in Poverty 5.1%  
 Receiving Public Cash Assistance 3.0%

**Industry**

Education, health care, social assistance 23.6%  
 Retail Trade 12.6%

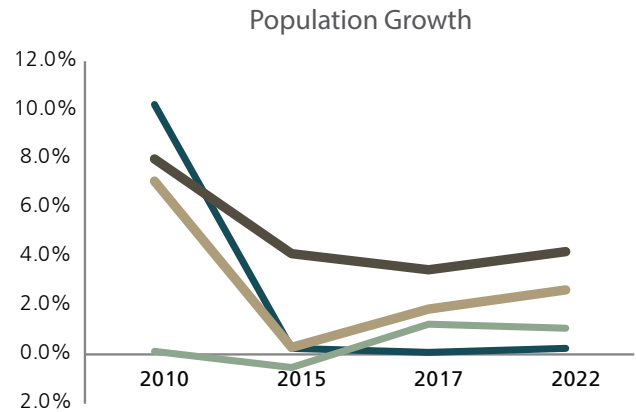
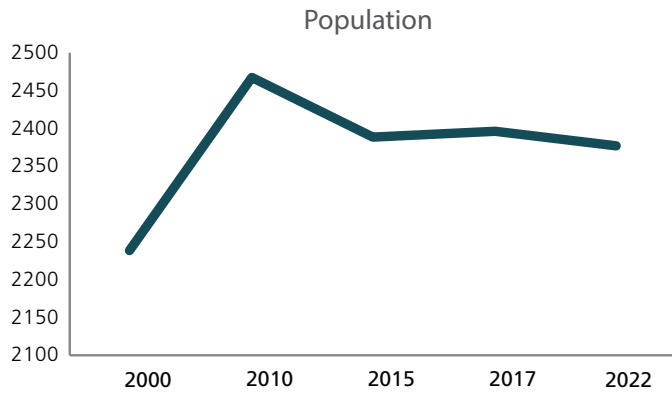


## 3: Demographic Dashboard

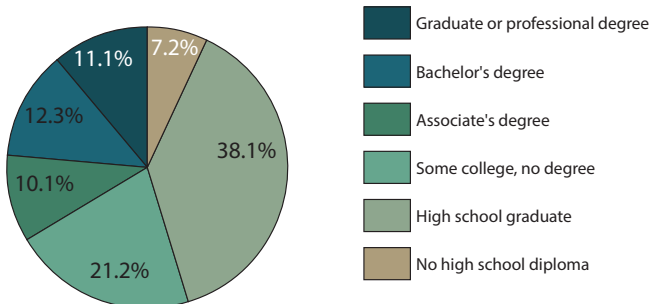
# Clam Lake Township Dashboard

## Prosperity Index Key

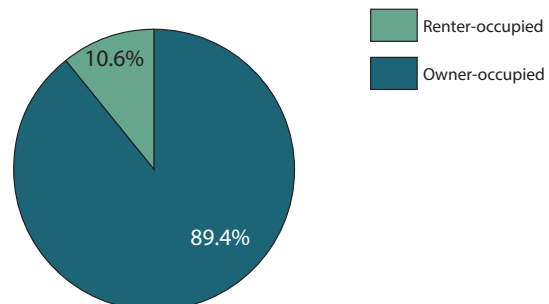
Clam Lake Township   Wexford County   Michigan   United States



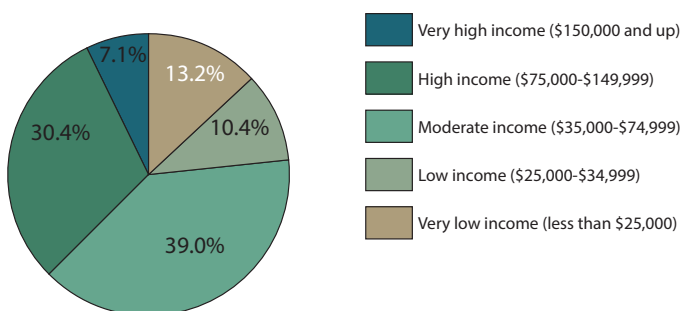
### Education



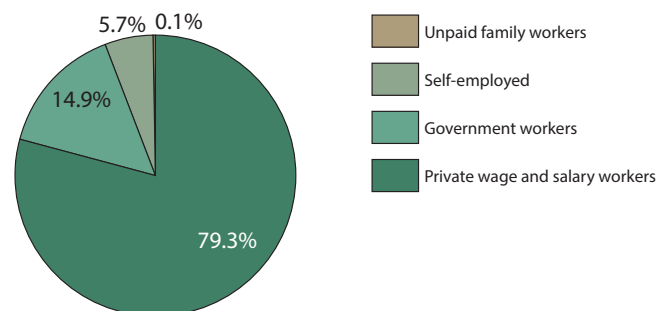
### Housing



### Household Income



### Work



Lake Township falling in the middle at 15%. The data reveals that this number is unevenly spread across the ages. Those younger than 18 years report slightly elevated rates across all categories, while the 18-64 age range reports a lower rate of disability overall. Among seniors, disability is concentrated in those aged 75 and older and in the categories of cognitive (22% of 75 and older), ambulatory (58%), self-care (18%), and independent living (35%). Many of these conditions have planning indications in access, housing, transportation, and community services.

An impressive 95% of Clam Lake Township residents are covered by health insurance, comprised of 83% private insurance and 31% public insurance. These rates are both higher than in all other geographies. Besides employed person, private insurance covers 47% of the unemployed and 77% of those not in the labor force, which may be correlated with the Township's high marriage rate. Good health care coverage may also be correlated with two positive findings from the RWJF's County Health Rankings: lower rates of preventable hospital stays, and mammography screenings.

## Education

Secondary education is completed by 93% of Clam Lake Township residents, and a bachelor's degree is achieved by 23%. That is a higher rate of college attainment than in

the City of Cadillac, several surrounding Townships, and the County as a whole, but it is lower than the 30% rate throughout the State of Michigan. This is a key figure in the site selection of growing companies.

As noted above, 64% of the females aged 18-24 have "some college" or a bachelor's degree, compared with just 43% of males. This is a reverse of a historical trend: all age cohorts of men have somewhere between 25% and 36% attainment of a bachelor's degree, while women's attainment climbs from 5.7% in the oldest cohort to 22% in the 25-34 age range. Though it is important to note that not all who begin college will finish it, and that many people both begin and end their college careers after age 24, the trend is still informative.

## Commuting

Average travel time to work for Clam Lake Township residents is 18.5 minutes, shorter than all other geographies surveyed except for the City of Cadillac and Richmond Township (range: 14.7 minutes to 28 minutes). The largest share of commuters (23%) are headed to Cadillac, followed by Haring Township (9%). A distance and direction analysis reveals that most commutes are on the edges of the spectrum: 39% are less than 10 miles, and 48% are greater than 50 miles. Grand Rapids, Lansing, Traverse City, and Sault Ste. Marie are all among the top ten commuting destinations.

## ECONOMIC PROFILE

### Income

Overall, Clam Lake Township is a prosperous community. The median household income of \$59,375 is the highest among all geographies surveyed, and poverty occurs at one-third to, in one case, one-quarter of the rate. Median earnings of female full-time, year-round workers are just 57% of the median earnings of male full-time, year-round workers. This represents by far the biggest gap among the geographies, ranging from 75%-87%.

The vast majority of households (78%) had earnings in the last 12 months. Though it is not possible to tell whether each household is well-supported, there are several indicators which can offer pieces of the puzzle. Social Security income is received by 37% of the population, a figure that is very close to the percentage not in the labor force (38%). This is not an exact match, since many persons who receive Social Security can also receive income and at-home parents make up a good portion of those missing from the labor force, but considerable overlap exists. Over one-quarter of households also receive retirement income. Almost 10% of households receive Supplemental Security Income, the safety net program for those with disabilities; this is comparable to the 13%





of the population under the age of 65 with a disability. The gap is much smaller in Clam Lake Township than in other geographies (range: 9%-22%). Food stamp and especially cash public assistance rates are low, as they are in most communities, but because the poverty rate is also dramatically low, they come close to meeting the need than they do in many other communities. It is worth noting that poverty is highest among women, those living alone, and families with children younger than 5. In the relatively small but highly vulnerable group of women living alone with small children in Clam Lake Township, poverty is reported at 100%.

## Work

Sixty-two percent of the Township population aged 16 and over participates in the labor force, and the unemployment rate over the 2011-2015 ACS timeframe was 7.2%. Almost a quarter (24%) of Township residents work in the “ed and med” fields. Together with manufacturing (18%) and retail (13%), these three fields comprise the majority of workers’ industries. This is the case in all other Michigan geographies as well as the state overall. Nationally, however, these categories only represent 45% of workers; higher concentrations exist in the categories of professional, scientific, management, and administrative services as well as those in entertainment and accommodation. The percentages of workers who are either self-employed or work in government is similar to those percentages nationwide, though the local market has more self-employed persons and fewer government workers than Clam Lake Township.

## Retail Market Profile

Esri Business Analyst is a proprietary software program that compiles privately-generated market research data and Census information. It is a useful tool to determine retail potential within a community and its surrounding service area.

To better understand the existing retail market in the region, a Retail MarketPlace Profile was generated for the combined boundary of Clam Lake Township, the City of Cadillac, and Haring Charter Township, which encompasses a population of just over 16,000 people and 72 square miles.

The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents ‘leakage’ of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area.

According to the report, there is a some leakage of people



going outside of the region to access clothing stores, jewelry, other specialty items like luggage and leather goods, and furniture. Of course, it is not realistic that the Township and City can accommodate all of these goods within their boundaries, but these are opportunities for the Township to consider when looking to attract new businesses. One anecdotal leakage identified by Township officials specific to Clam Lake is a sit down restaurant with a bar – socialize/family meetings/cocktails. This is available in Cadillac but not Clam Lake Township.

It appears that there are also services that people are coming from outside the area to Cadillac and Clam Lake for. Examples of these goods and services include grocery stores, gas stations, auto parts, book/music stores, and places to purchase electronics and appliances. These could be niche markets that Clam Lake and the greater Cadillac area could continue to grow and leverage by attracting new businesses to these industry groups.

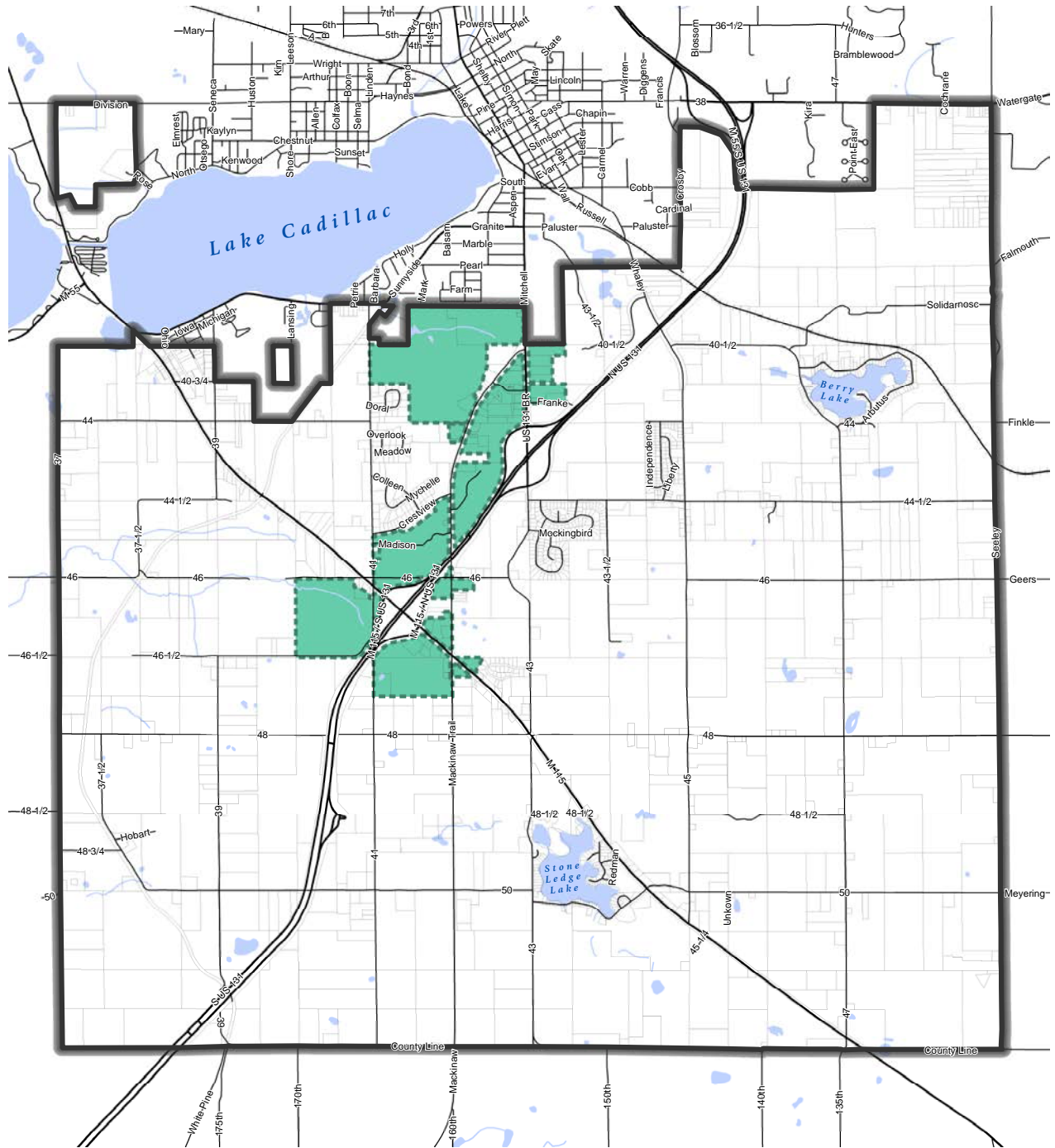
## Downtown Development Authority

As noted previously, the Clam Lake DDA plays an important role in fostering high quality economic opportunities for businesses in Clam Lake. Clam Lake Township is ideally located at the crossroads of US-131 and M-115. Regional attraction of businesses servicing trucks and travelers as well as commercial businesses












## 4: Downtown Development Authority Boundary Map



CLAM LAKE TOWNSHIP

**Downtown Development Authority (DDA)**

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS

-  Township Boundary
-  DDA Boundary
-  State Roads
-  All Roads
-  Railroads
-  Rivers / Streams
-  Lakes / Ponds

Beckett &amp; Raeder





*Pictured above is Carroll investment services, located within the Downtown Development Authority boundary.*

that rely on trucking transportation.

The DDA as well as the community as a whole is committed to ensuring that new development in the commercial district is compatible with existing community character.

Many of the existing businesses as well as those that the Township is looking to attract can be classified as recreational-related retail and service providers. Generations of visitors have come to Clam Lake Township to vacation at resorts located within the Township, and the Township intends to continue to build on this specialization/market cluster and attract businesses that support recreational related activities.

Another notable cluster of businesses within the Township's business district are professional medical offices and similar uses. Most of these offices are located in the heart of the DDA on Professional Drive.

Township officials and DDA Board members are in agreement that infrastructure needs to be improved for large-scale development to occur. However, there is not complete consensus as to how this should be accomplished.

The possibility of developing a sanitary sewer system or public water system (or joining on to the City of Cadillac's) has been discussed for years. However, the general consensus has been that the Township is not interested in providing public sanitary or water services. Not offering water and sewer could limit new businesses to ones that are low consumers of water. Within their strategic plan, the DDA has a goal of incentivizing the development of engineered sanitary systems that would allow higher intensity operations.

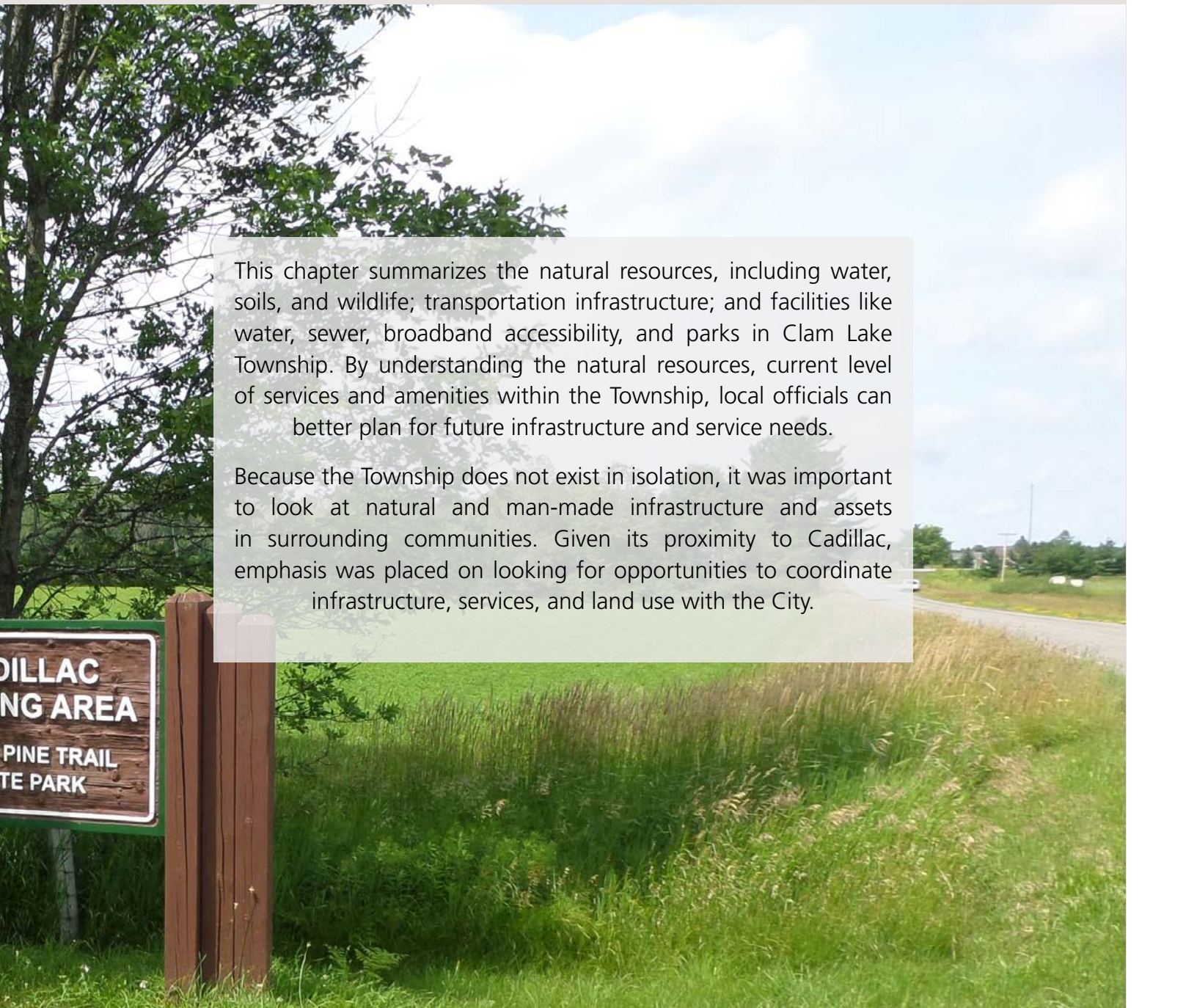








# NATURAL & BUILT ENVIRONMENT



This chapter summarizes the natural resources, including water, soils, and wildlife; transportation infrastructure; and facilities like water, sewer, broadband accessibility, and parks in Clam Lake Township. By understanding the natural resources, current level of services and amenities within the Township, local officials can better plan for future infrastructure and service needs.

Because the Township does not exist in isolation, it was important to look at natural and man-made infrastructure and assets in surrounding communities. Given its proximity to Cadillac, emphasis was placed on looking for opportunities to coordinate infrastructure, services, and land use with the City.



## NATURAL FEATURES

Identification and inventory of natural and sensitive features within a community is key in properly planning for the future. Clam Lake Township is well endowed with natural resources, many of which have been well protected over the years. Maintaining and preserving these natural resources is essential to the wildlife and environmental ecosystems found in the Township. Lush forests and fertile agricultural land dominate this area. Open space, greenery, and a significant portion of forested land can be found throughout much of the Township, with one large non fragmented privately owned forest in the northeast corner of the Township.

### Forests

The forests of Wexford County include hemlock and other coniferous trees, such as red and white pine, spruce and fir, and deciduous trees, such as birch, beech, maple, basswood, and oak. Wetland vegetation patterns are also found along with a multitude of shrubs. As a result of intensive lumbering in the past, most of these forested areas are second growth and the original forest habitat patterns have been altered to some degree.

According to the Michigan Center for Geographic Information Forestry layer, which was digitized from the 1992 national land cover dataset, the majority of forested areas in Clam Lake Township are covered with deciduous trees (about 29% of total land cover). Evergreen forests compromise about 9% of total land cover and mixed forests are about 6%.

### Water

The northern half of Clam Lake Township falls within the Muskegon Watershed, while the southern half of the Township falls within the Manistee Watershed.

Clam Lake's surface waters are major attractions for recreation and tourism. There is two inland lakes that exist within the boundary of the Township - Berry Lake and Stone Ledge Lake. There is a DNR public access on Berry Lake. Additionally, the Township is located in close proximity to Lake Cadillac and Lake Mitchel, which offer a variety of recreational opportunities.

The headwaters of the Pine River are within the Township and a number of tributaries that feed the Pine River can be found in Clam Lake. The Pine River is classified as a federal Wild and Scenic River. The streams are considered to be quality trout streams because of abundant groundwater discharge resulting in cold streams.

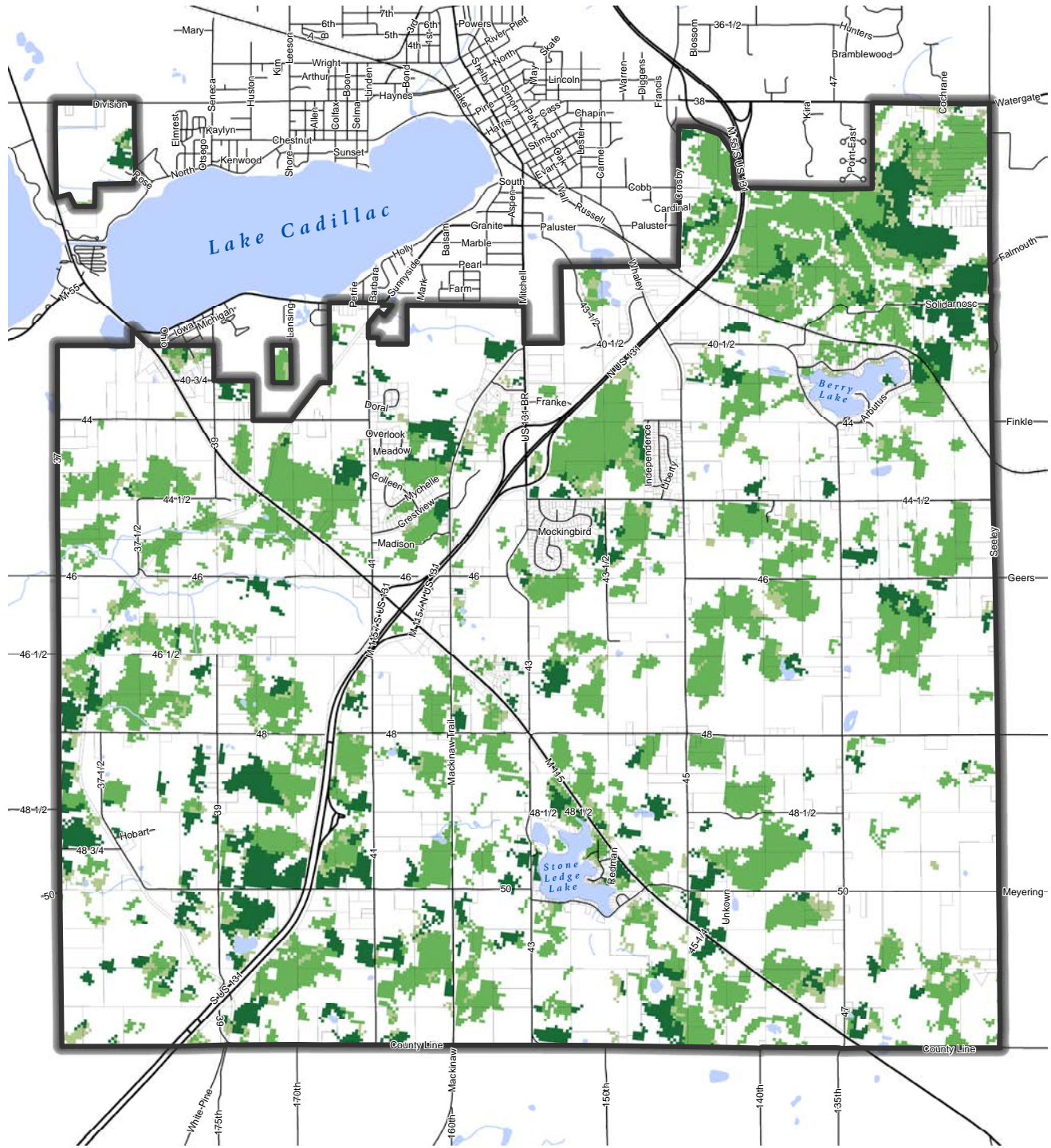
## Wetlands

Wetlands are also found throughout the Township, with significant clusters near Berry Lake, along County Road 46, and in the southwest corner of the Township. As illustrated on the 'Wetlands' map, there are numerous existing wetlands as well as areas considered to have a 'high potential for wetland restoration.' These areas have hydric soils, indicating they were probably wetlands in the past, and are generally not conducive to development. In total, there are 1300 acres considered to be high potential for wetland restoration within the Township. Wetlands provide a wide variety of important ecosystem services including flood control, sediment retention, quality habitat, and protection of biodiversity.





## 5: Forests Map



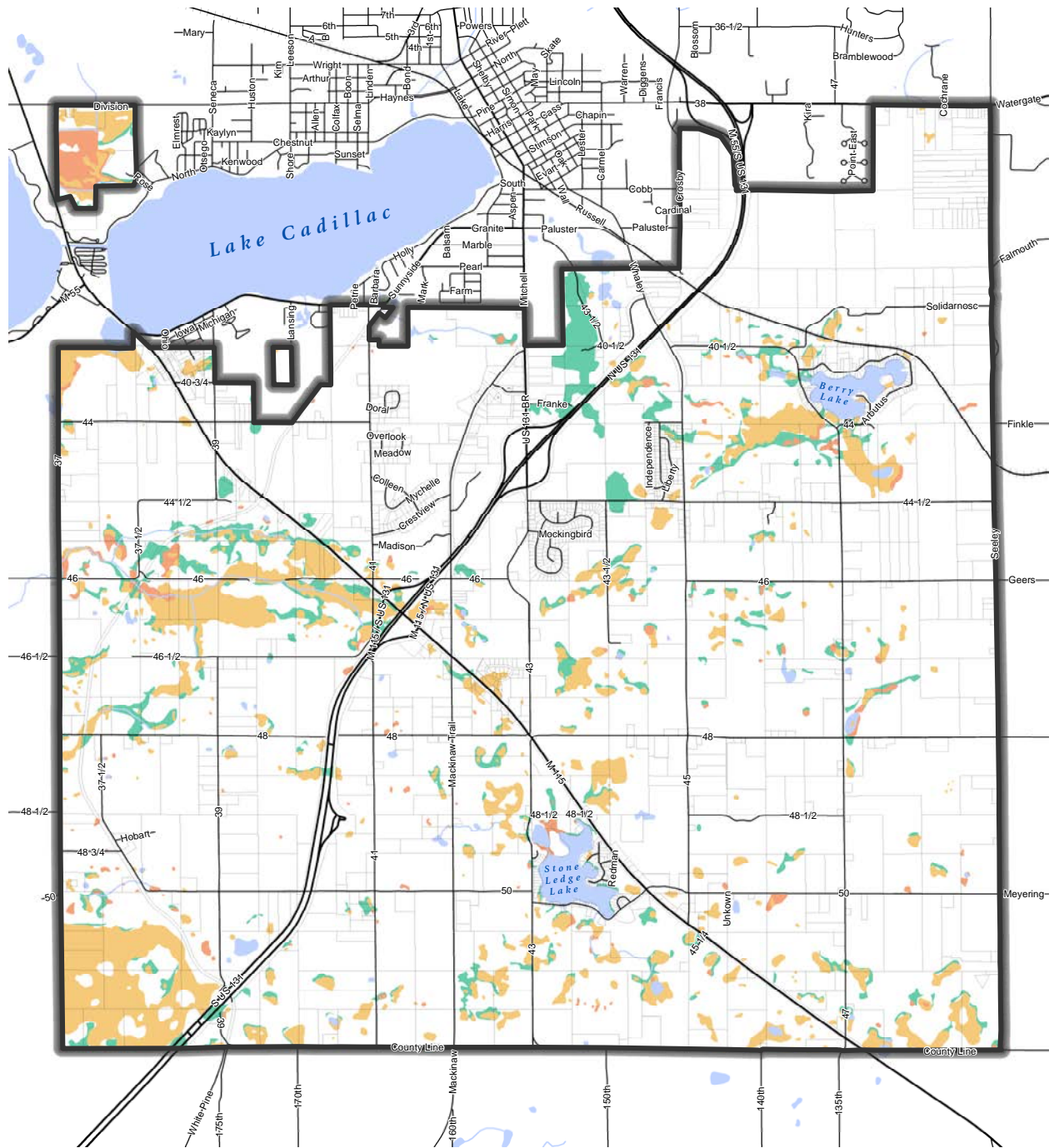
## CLAM LAKE TOWNSHIP Forests

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS

- Township Boundary
- State Roads
- All Roads
- Railroads
- Rivers / Streams
- Lakes / Ponds
- Deciduous Forests
- Evergreen Forests
- Mixed Forests



## 6: Wetlands Map



## CLAM LAKE TOWNSHIP Wetlands

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS

- Township Boundary
- State Roads
- All Roads
- Railroads
- Rivers / Streams
- Lakes / Ponds
- Freshwater Emergent Wetlands
- Freshwater Forested/Shrub Wetlands
- Potential Wetland Restoration Areas

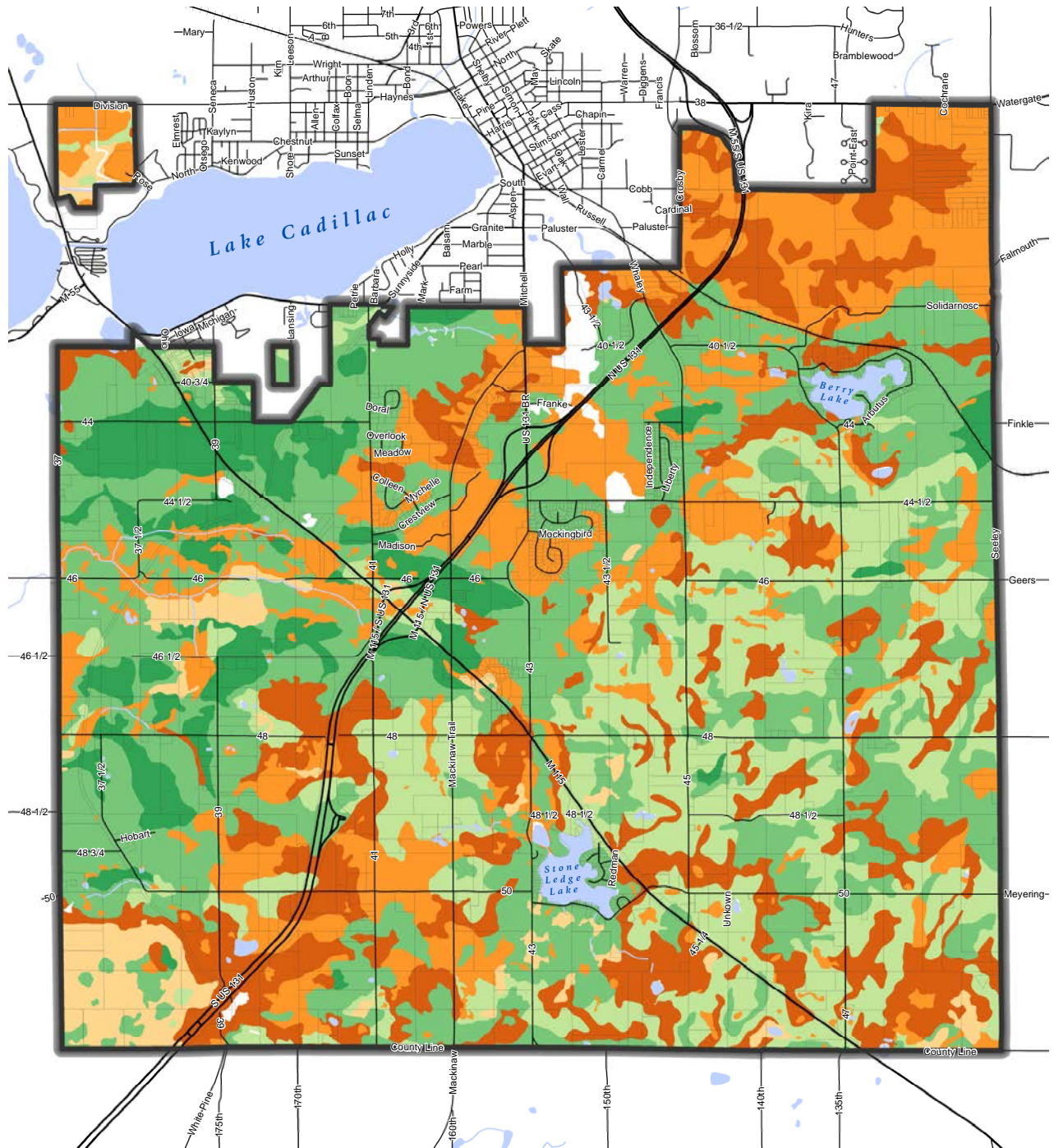
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## 7: Agricultural Capability Map



CLAM LAKE TOWNSHIP

**Agricultural Capability**

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS, Natural Resource Conservation Services

- Township Boundary
- State Roads
- All Roads
- Railroads
- Rivers / Streams
- Lakes / Ponds

- Slight Limitations (Best)
- Moderate Limitations
- Severe Limitations
- Very Severe Limitations
- Limited Uses, Erosion Hazards
- Moderate Limitations on Use, Hazards
- Severe Limitations, Grazing Only
- Only Recreational Use / Aesthetic Use

- Urbanized Lands / No Data

0 0.5 1 Miles



Beckett &amp; Raeder



## Agricultural Land

Clam Lake Township is endowed with fertile soil; and as a result, farming activities have served as a dominate land use in the Township for many years.

As illustrated in the agricultural capability map, there are a range of soil uses found with the Township, and many are very conducive to farming. The dataset was developed using a variety of data layers that influence agricultural capability, including the location of the landscape, slope, soil type, and climate.

On the spectrum of green to brown, the darkest shade of green indicates that the soil has the least restrictive properties and therefore can be used for a wider range of crop production. Lighter green colors indicate limitations that reduce the choice of plants or might require special conservation practices and/or careful management of agricultural use. However, overall, these soils can produce common field crops and pasture plants without harming the productivity of the soil. Light brown colors represent soils that have significant limitations and are more suitable for pasture, range, forestland, or wildlife, and the darker the shade of brown, the higher the likelihood that erosion and other factors are limiting use. Commercial plant production and cultivation are challenging for these soil types. Lastly, the darkest shade of brown is entirely precluded from all commercial plant production and uses are limited to recreation, wildlife, water supply, or aesthetic purposes only. This data was obtained from the Natural Resource Conservation Services, ArcGIS Online Soil Resources Center.

According to the United States Agricultural Census, there was a 5% increase in land used for farming activities from 2007 to 2012 in Wexford County (from about 38,486 acres to 40,333 acres). However, there was a decrease of 14 total farms in the County during this same period. The average farm size is 113 acres, which is smaller than the average farm in Michigan of 191 acres. Wexford County is one of the top producers of cut Christmas trees in the State, and Christmas tree production has increased in recent years. Other key agricultural products in Wexford County include poultry, beef, milk, eggs, and vegetables.

## BUILT INFRASTRUCTURE

### Transportation

Transportation is an essential part of daily life and has tremendous impact on land use, accessibility, and connectivity. It affects everything from the Township citizens' daily commute to the shipment of goods and service provision. It affects opportunities and creates challenges, but understanding and identifying key trends and issues can lead to proper planning for transportation needs. It supports agricultural, commercial, industrial, and recreational activities, and provides accessibility for residents, businesses, and tourists alike.

Clam Lake is ideally located for quick access to freight and nearby services at the hub of M-115 and US-131. Residents noted that while there is good trip generation on primary roads in the Township, they are generally not congested.

In the future, Clam Lake may want to coordinate with the City of Cadillac and the Wexford County Road Commission to evaluate the necessity for additional roads to improve connectivity between the Township and the City and to take a proactive approach to future development. As a part of the master plan survey, Clam Lake residents also noted the importance of maintaining and improving seasonal roads; especially in the winter.

### Classification

Roads within communities across the country are categorized by the National Functional Classification (NFC) System. The NFC is a system developed by the Federal Highway Administration to classify all streets, roads, and highways according to their function. The NFC system classifies roads into the following categories, from the most intensively used and highest speeds, to the least intensively used with lower speeds:

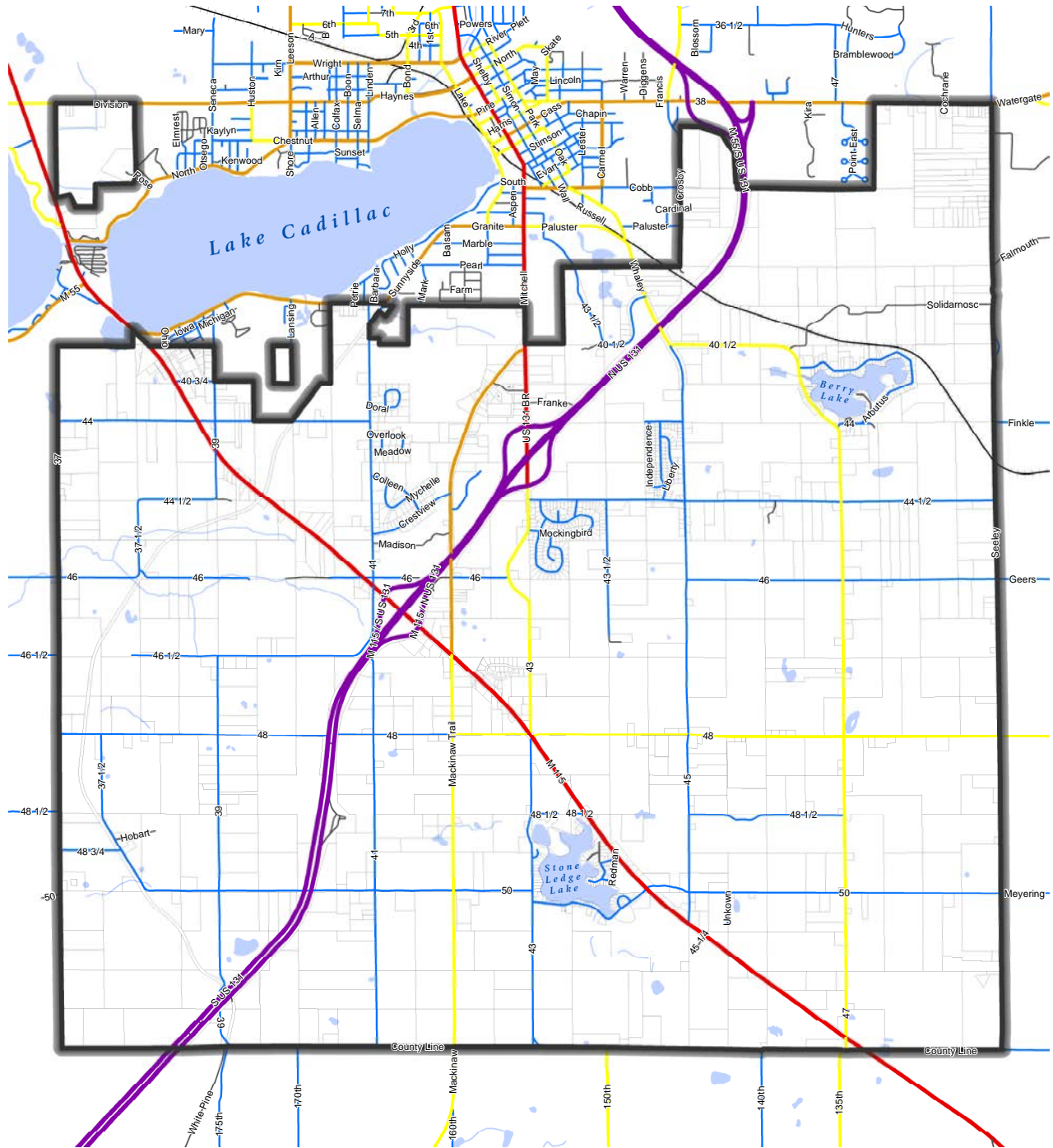
- Principal Arterial
- Minor Arterial
- Collector
- Local

The Road Classification Map shows where the roads that are classified are located within the Township. Parts of Clam Lake Township are classified within a federal aid urban boundary which qualifies for federal funding assistance for safety related road construction projects.





## 8: Road Classification Map



## CLAM LAKE TOWNSHIP Road Classification

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS, Esri Basemap

- Township Boundary
- Parcels
- Railroads
- Rivers / Streams
- Lakes / Ponds

### National Functional Classification:

- Interstates and Freeways
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Unclassified

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## Average Daily Traffic

The traffic flow map reinforces what many residents have already expressed. A lot of people and things are moving through Clam Lake Township on a daily basis, primarily along US-131 and M-115.

It is interesting to note on the Traffic Flow map that there are 50% more vehicles traveling on the northern half of M-115 as compared with the southern half. This could indicate that vehicles traveling south on M-115 through the Township either end their trip at the intersection with US-131, or turn onto US-131 at that intersection.

## Corridor Design Standards

Prominent commercial corridors in Clam Lake play a crucial role in the overall economic vitality of the Township. The Downtown Development Authority Plan identifies the opportunity to improve design to ensure design continuity along the commercial corridors. Design standards can improve overall aesthetic. There is an existing overlay district with design standards that are initiated when new development occurs. Design elements include street scape landscape, decorative light poles, and banners with Clam Lake Township branding.

The exit 177 interchange off US 131 already has the beginning of a streetscape, with a decorative median strip and lights. However, it should be expanded as it does not visually connect all service areas of the DDA. The DDA as a whole would be more identifiable if these design elements were repeated at important nodes and gateways



throughout the DDA district. The Cadillac Area Corridor Study further reinforces the idea of design standards, recommending enhancement of the business routes in Haring Charter Township, Clam Lake Township, and City of Cadillac.

## Non-Motorized

Non-motorized transportation options can play an important role in promoting economic prosperity and improving quality of life for residents. The following summarizes elements of non-motorized transportation applicable to Clam Lake.

### Sidewalks

Although limited, sidewalks currently exist along Business 131 ending just before the US 131 off-ramp and along Mackinaw Drive to provide access to the Middle School. The sidewalk serving Mackinaw Trail Middle School was funded by the School District and further improvements are planned through a Safe Routes to School grant project that began in November 2017.

A desire for better pedestrian connections in the community was articulated in the Clam Lake DDA Strategic Plan as well as by respondents to the 2017 Master Plan Survey.

### Bicycle Facilities

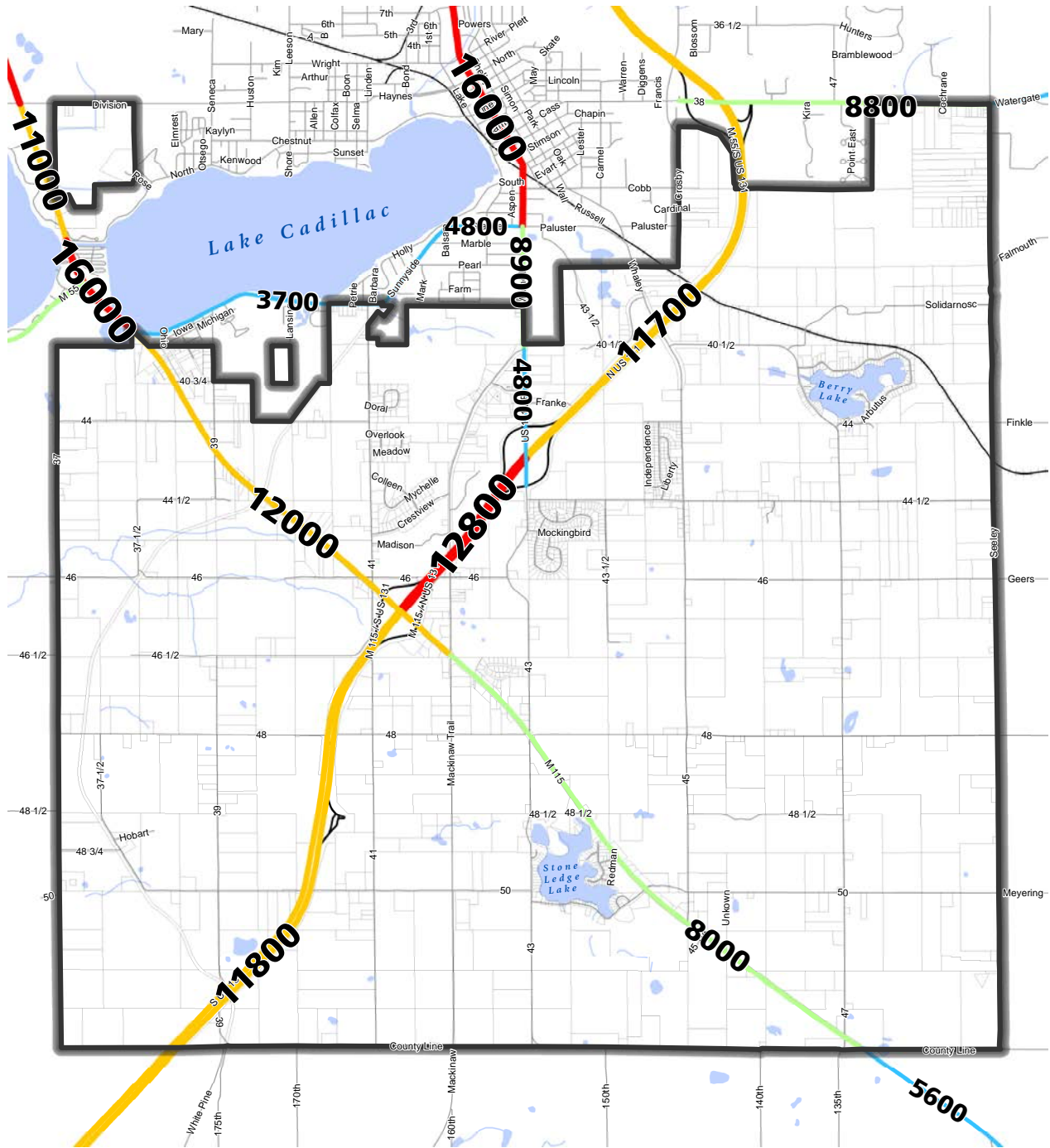
There are two primary types of bicycle facilities that are appropriate for a community of Clam Lake's size. These include bike lanes and non-motorized paths.

Bike lanes provide an exclusive space for bicyclists within the existing roadway. Bike lanes are generally 4-6 feet wide and are most appropriate on roadways with speeds not exceeding 25 mph. While not a formal bike lane, Clam Lake Township has some roadways with wide shoulders that can be used by bicyclists - both for recreation and transportation.

Non-motorized paths provide an exclusive space for non-motorized transportation modes completely separated from the roadway. These paths are wider than sidewalks and often follow green spaces, abandoned rail beds, or might be adjacent to natural features like rivers.

Clam Lake is fortunate to have a world-class and heavily used trail system bisecting the Township. The Fred Meijer White Pine Trail State Park is the longest linear state park in Michigan. This trail stretches 93 miles from Grand Rapids to Cadillac through 31 cities, villages and townships. There is a trail head located within the Township off East 44 Road east of M-115. This trailhead has a pit toilet, parking, and signage.

9: Average Annual Daily Traffic Map



CLAM LAKE TOWNSHIP

## Average Annual Daily Traffic

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS

- Township Boundary
- Parcels
- Railroads
- Rivers / Streams
- Lakes / Ponds

### Average Vehicles Per Day:

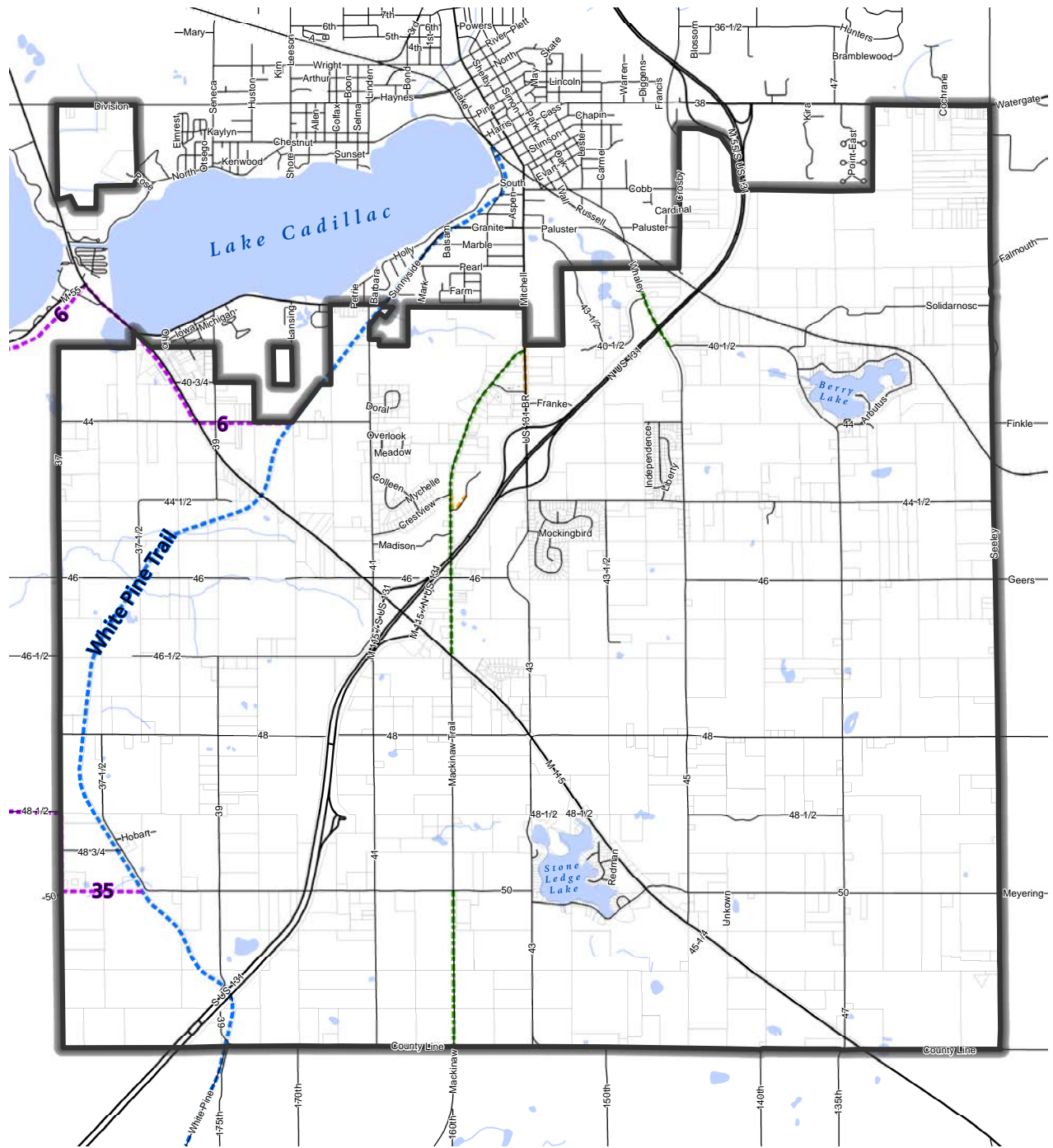
- Less than 3,000
- Between 3,001 - 6,000
- Between 6,001 - 9,000

- Between 9,001 - 12,000
- Between 12,001 - 16,000
- Local

0 0.5 1 Miles

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Beckett & Raeder

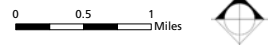
## 10: Trail Map



### CLAM LAKE TOWNSHIP Trail Map

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS

- Township Boundary
- State Roads
- All Roads
- Railroads
- Rivers / Streams
- Lakes / Ponds
- Sidewalks
- Snowmobile Trails
- Hiking & Biking / Snowmobile Trails
- Wide Paved Shoulders





As a part of the 2013-2017 Recreation Plan for Wexford County, a number of trail connections were identified. In Clam Lake Township, the County identified a potential trail bypass from 43 Road/Mitchell Street to 10 Road in Clam Lake Township. This would connect with the White Pine Trail system and skiing and snowmobile trails in the winter.

## Transit

For Clam Lake residents interested in taking transit, the Cadillac-Wexford Transit Authority provides Dial-A-Ride on demand door-to-door service throughout the county.

## Utilities

Facilities in Clam Lake are both publicly and privately managed, and range from the visible amenities such as parks and schools, to the equally important “hidden” facilities such as energy, electric, water, and septic systems. This section briefly describes many of the Township’s existing facilities.

### *Water and Sewer*

The majority of residents and businesses in Clam Lake Township are served by well water and private septic systems. The one exception is for approximately 50 parcels located in the northwest portion of the Township, which is connected to the City of Cadillac public utility system. This limited infrastructure throughout much of the Township may become an issue in the future, as commercial services continue to expand in the business district. In general, the Township seeks to attract commercial uses that are not high consumers of water or electricity.

### *Electricity*

Only a portion of Clam Lake Township has natural gas available from Consumers Energy. The rest depend on either propane, wood, or heating oil. Unfortunately hooking up to natural gas service is very expensive throughout much of the Township, with the exception of some subdivisions. Given the volatility of the propane market, the Township will likely need to come up with strategies to reduce the cost burden on residents. This could be done through energy efficiency grants and improvements and exploring other sources of energy.

## *Waste Management*

Currently, Clam Lake Township residents and businesses contract separately with solid waste garbage haulers. To some local officials, this presents an issue because it creates additional, unnecessary traffic on neighborhoods streets, increasing wear and tear on the roadways and neighborhood noise. Survey respondents indicated moderate support for consolidating garbage hauling services with a single pick-up day and strong support for Township-wide recycling services. This would also reduce the frequency of trash being set out in front of neighborhoods homes.

## *Broadband and Internet*

Currently, Internet service is very limited in the southern portion of the Township. South of the iconic 9&10 News building, there is no access to Charter. In the future, the Township would like to improve speed and Internet access for these residents. Improving Internet service is an important economic development strategy as new businesses demand high quality Internet service and many visitors rely on Internet.



11: Recreational Amenities Table

RECREATION AMENITY	OWNER	SIZE	DESCRIPTION
Berry Lake Access Site	State	1 acre	Boat Launch, Fishing
NB Rest Area Ed Eckert Roadside Park	State	28 acres	Picnic Sites
Evergreen Resort	Private	180 acres	Golf, Toboggan Run, Cross Country Skiing
Mitchell State Park	State	32.4 acres	Camping, Swimming, Picnic Sites, Boat Launch, Children's Play Equipment
Pine Grove Racquetball Club	Private	Indoor	Racquetball, Swimming, Organized Sports, Activities, Exercise Equipment
Eldorado Golf Course	Private	145 acres	Golf

## Community Facilities

Community facilities are crucial for the Township's functionality and play a critical role in the past, present, and future of the Township. Some facilities are owned and operated by the Township, while others are managed by other public or quasi-public entities.

The Clam Lake Township Hall is well-positioned in the geographic center of the Township at 8809 E. M-115. The Township Hall provides government services and links Township residents and stakeholders with Township information, resources, and officials, including clerks, the treasurer, planning and zoning, the assessor, parks, and various elected officials and the Township Supervisor.

## Recreation

In addition to trails, the natural features of Wexford County and the northern Michigan area provide a number of recreational opportunities, including areas for hunting, fishing, skiing and hiking. There is a Michigan Department of Natural Resources boat launch located on Berry Lake. This is the only place for the public access to the waterfront within the Township. The Recreational Amenities Table summarizes the recreational amenities within the Township.

Planning Commissioners and Township officials have discussed the possibility of developing a Township Park. There are 30 acres of land available at the site of the Township Hall. The Township Park could be a supportive

land use to the existing activities at the Township Hall. The need for a community event venue was articulated by survey respondents and planning commissioners. The Township could develop a pavilion at the Township Park, which could be funded through grants and sustained through user fees.

## Schools

The Mackinaw Trail Middle School is located within Clam Lake Township, ideally located off US 131. The majority of Clam Lake Township falls within the Cadillac Area Public Schools District, while a portion of the southern Township falls within the Pine River Area Schools District.





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# COMMUNITY VISION

Over the next fifteen years, Clam Lake Township will grow its economy and housing stock to accommodate new workers while maintaining its farmland and rural character. This will require considerable coordination at the regional level. The township will serve as a family-oriented recreational destination, with a variety of shops and upscale dining opportunities. New and existing residents will have access to a diversity of job opportunities and high-quality housing options.



Given this was Clam Lake Township's first community master planning effort, community leaders made a strong commitment throughout the process to ensure that the goals and policies identified represent the needs and desires of residents and businesses.

## Planning Commission

The Clam Lake Township Planning Commission - a board made up of resident appointed volunteers - is the body officially charged with writing this plan and served as a steering committee for the process. The Planning Commission met monthly to develop a work plan, review existing conditions, review public input, and develop goals and actions to implement the community vision.

## Project Website

A website dedicated to the master planning process was created at [clamlakemasterplan.bria2.net](http://clamlakemasterplan.bria2.net). It provided an online repository for project documents and served as a communication portal for the public. Throughout the planning process, summaries of planning commission meetings, community workshops, and reminders about upcoming opportunities for engagement were posted promptly.

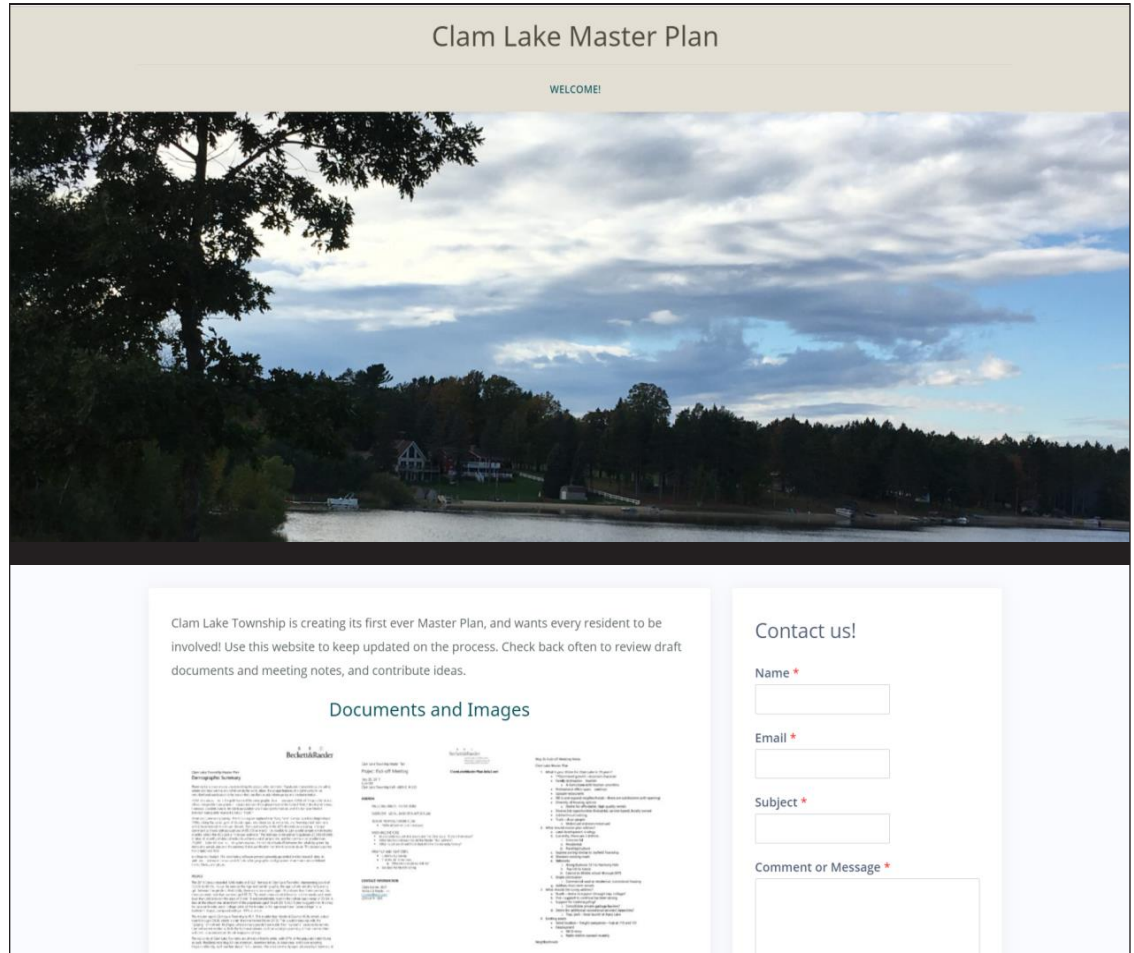
*The Clam Lake Township master plan website homepage.*

## Master Plan Survey

The primary method of collecting public opinion for use in the Clam Lake Master Plan was a community-wide survey targeted towards households and business. The survey was developed with leadership from the planning commission and was open from July - September 2017.

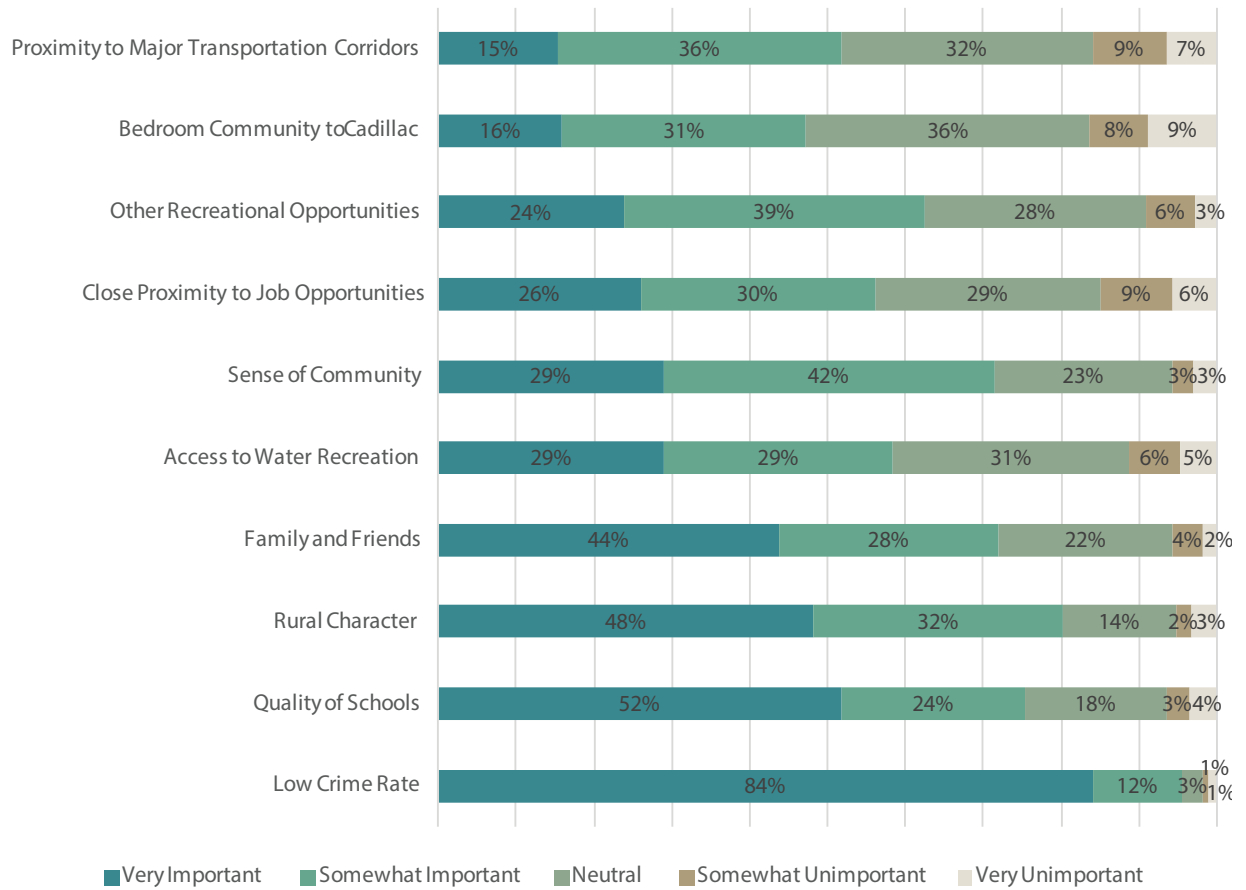
In July 2017 the Township newsletter, which is distributed to all residents and businesses within the Township, included a short article inviting all community members to complete the survey. The survey was hosted on the online survey platform, Survey Monkey. Although the Township promoted the survey through social media, printed newspaper, and the Township newsletter, the survey response rate was lower than desired. To encourage more people to complete the survey, the Township sent out a mailer including a self-addressed stamped envelope with a printed copy of the survey to all residents and businesses within the Township in early September of 2017.

A total of 348 individuals completed the survey. The majority of respondents identified as residents of the Township; only 12 individuals classified their property as commercial. The following summarizes the results from the survey and was used to identify goals and prioritize actions.

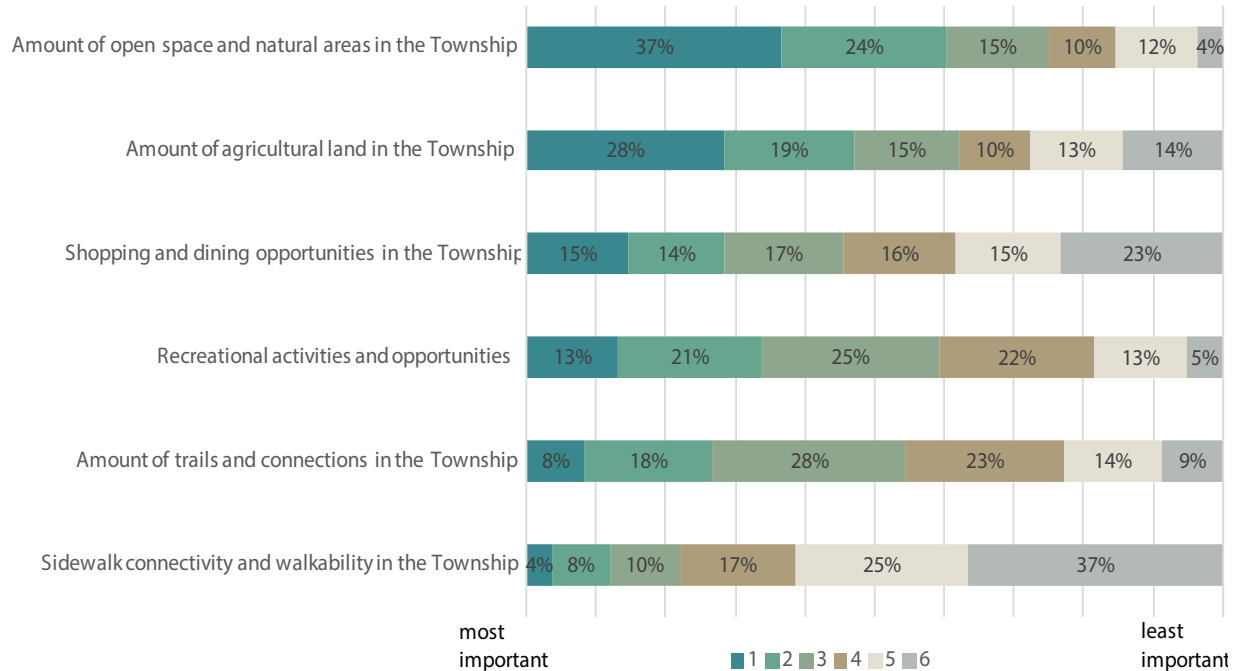




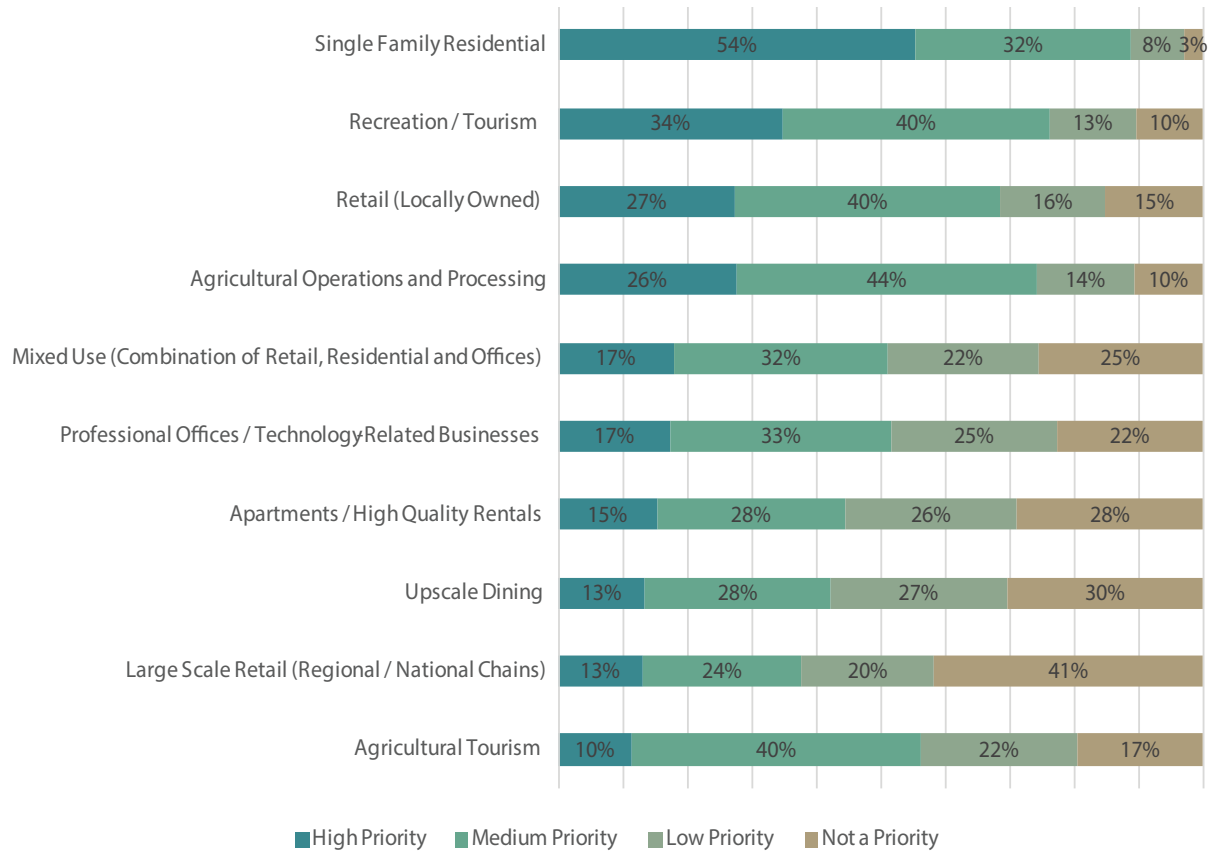
*Please indicate the importance of each item when considering your choice to live in the township.*



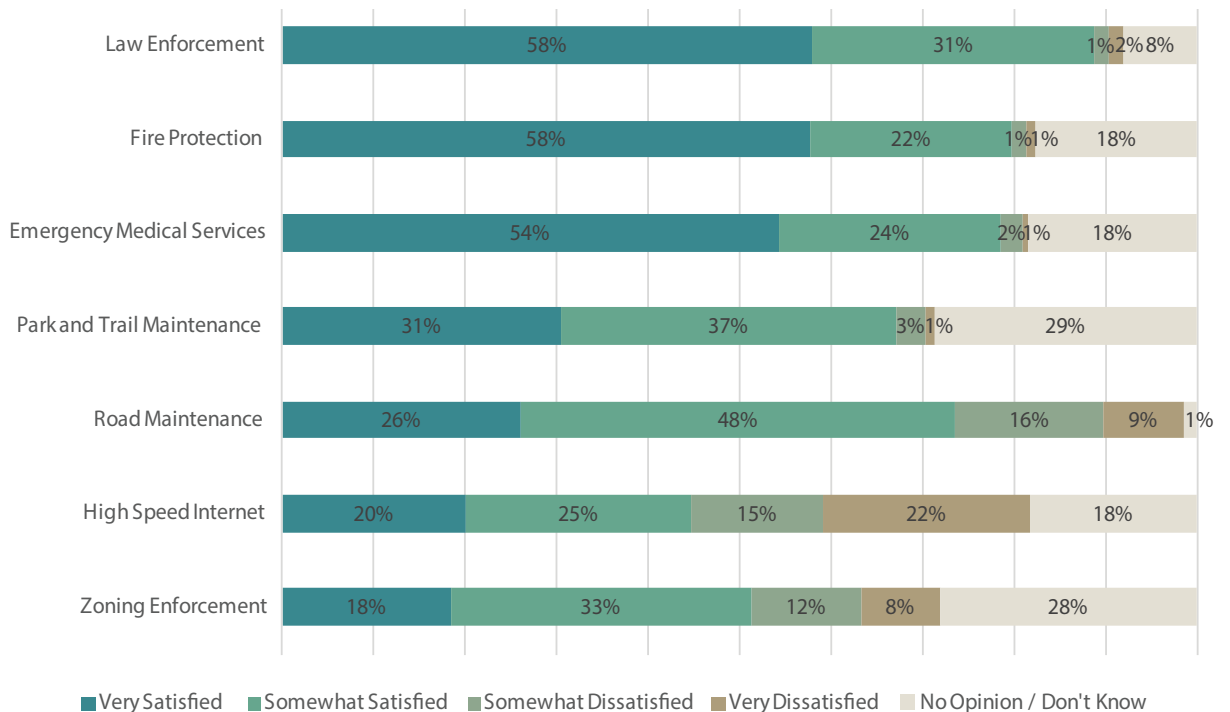
*Please rank each item by level of importance. (1 being the highest; 6 being the lowest)*



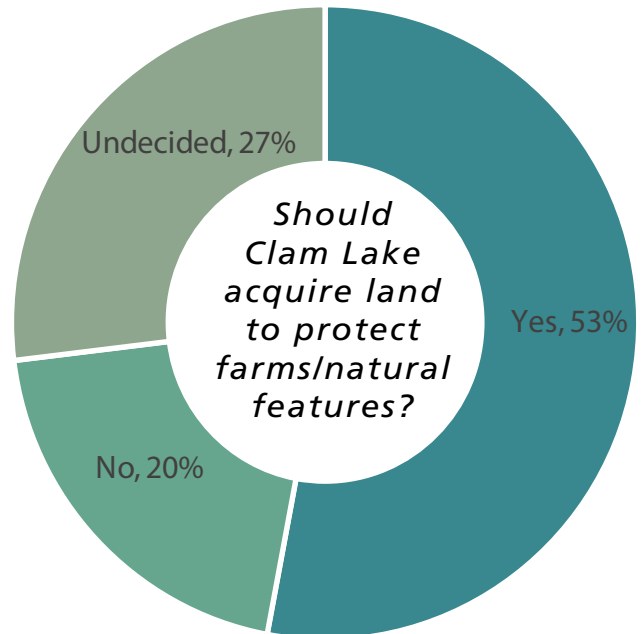
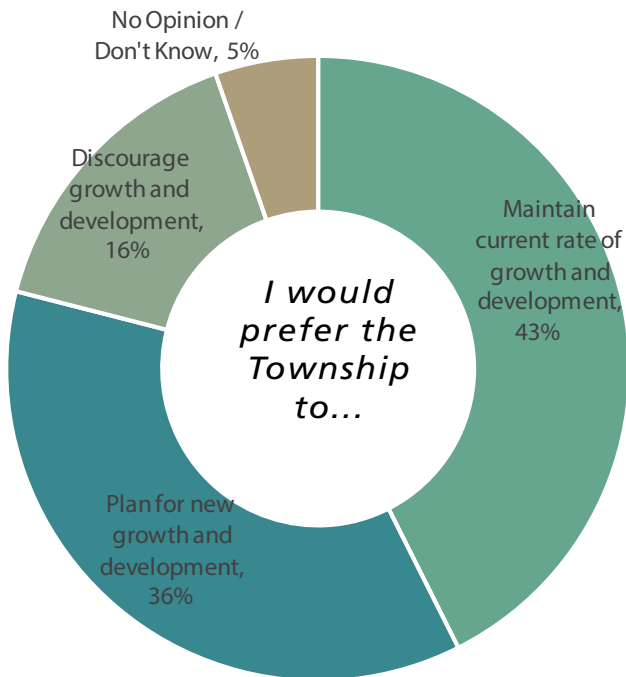
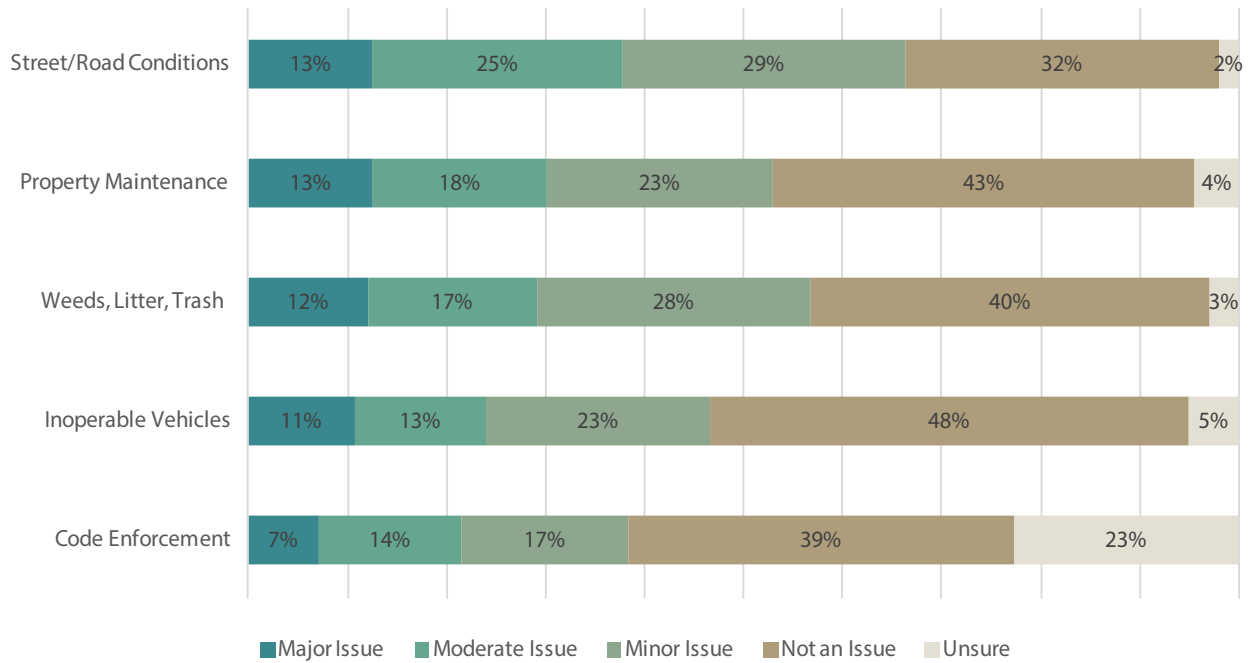
*Rate each of the following economic growth opportunities as a priority for development in Clam Lake Township.*



*How would you rate your satisfaction with the following public services?*

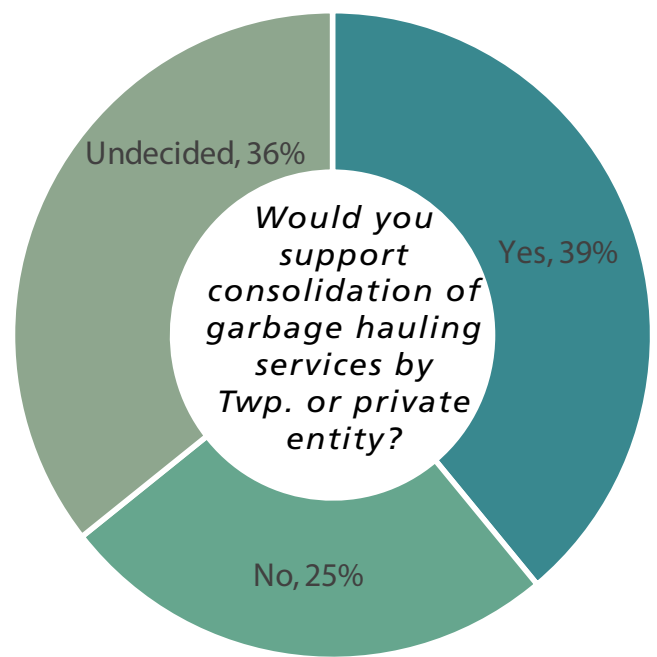
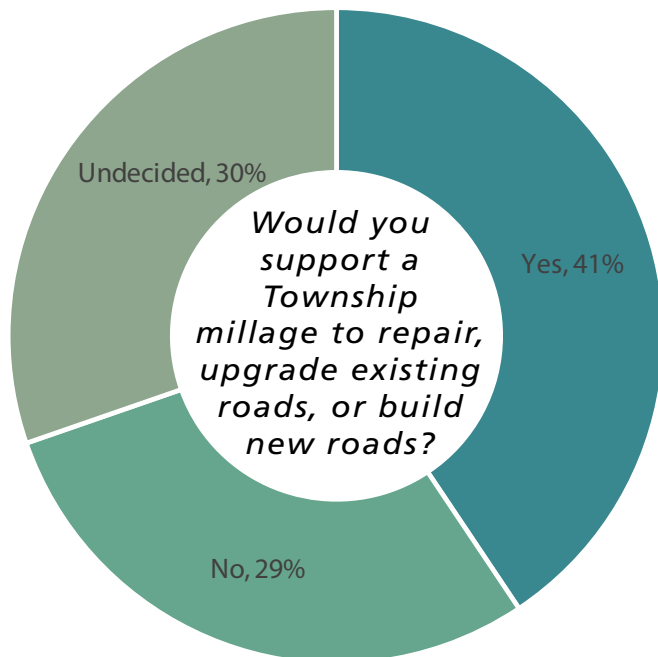
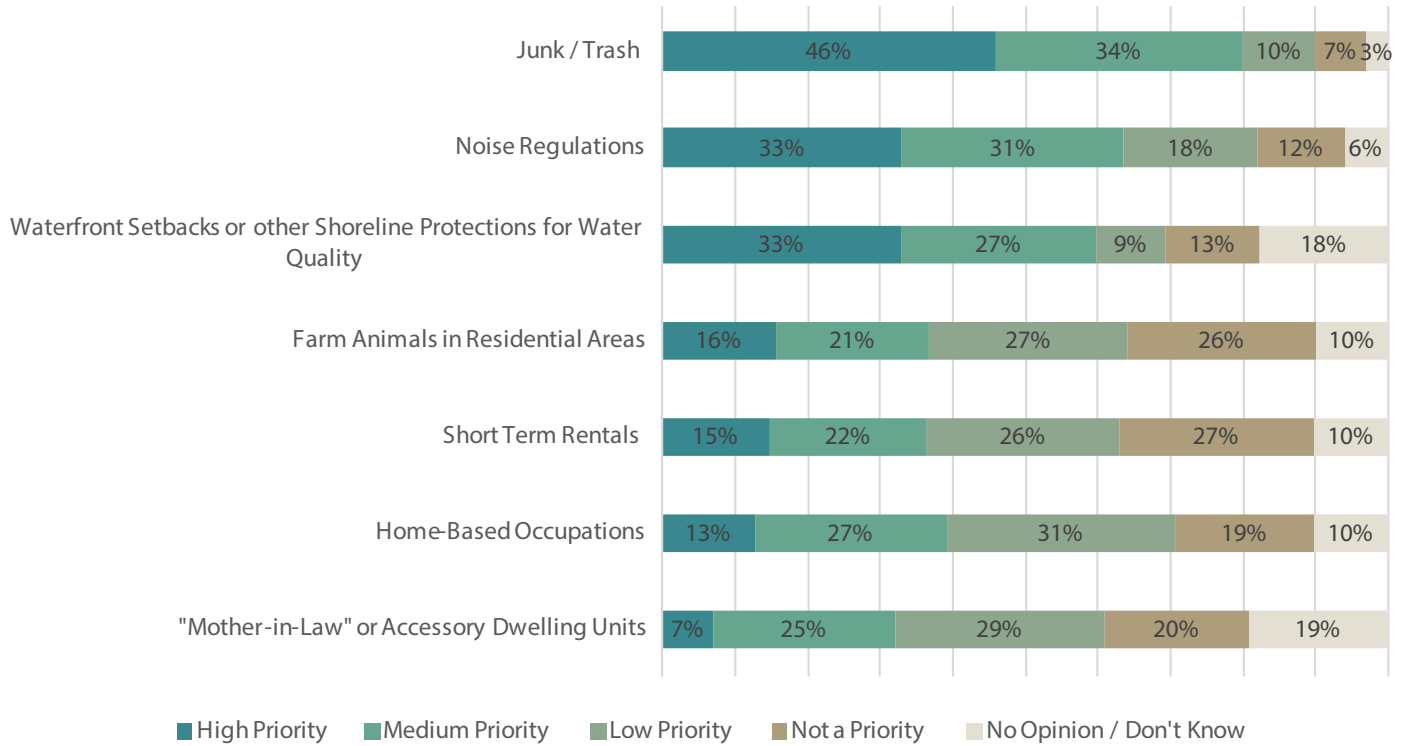


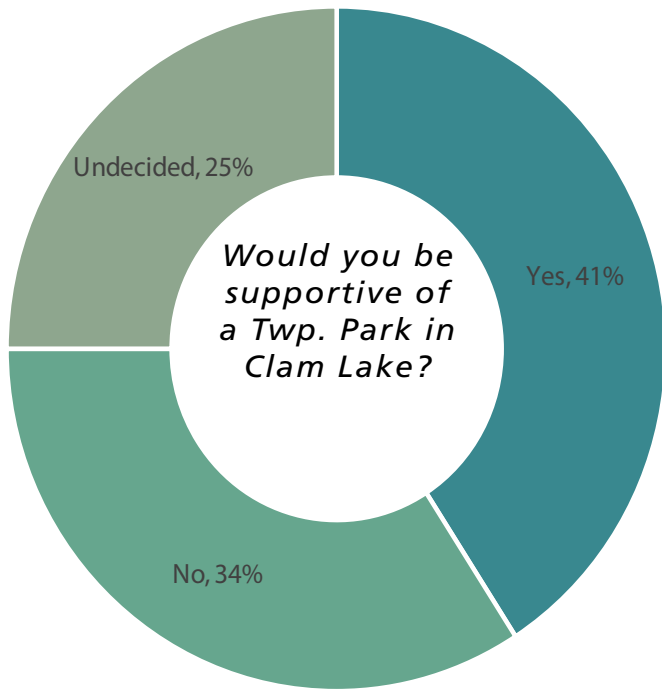
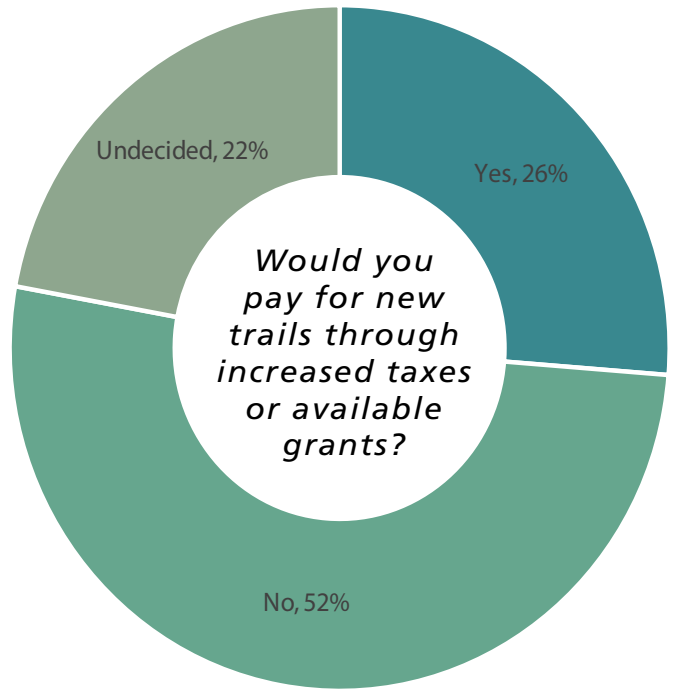
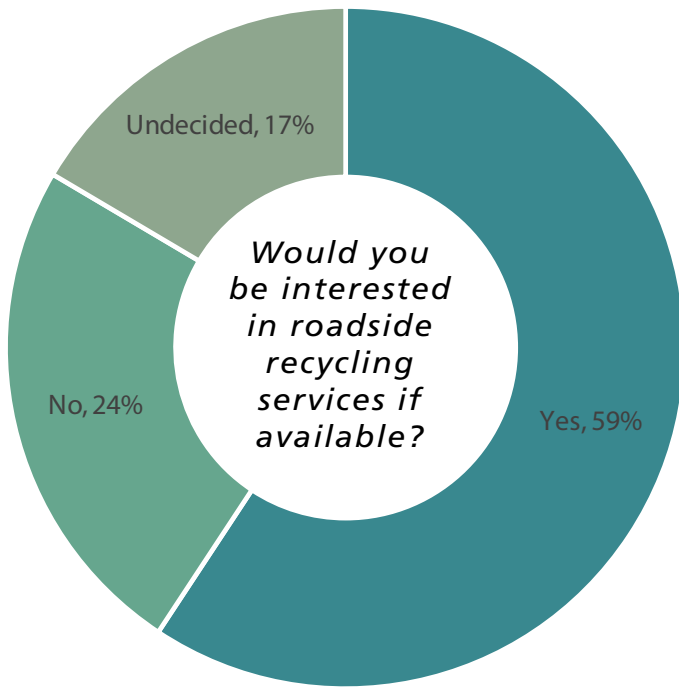
*Please rate how much of a problem, if at all, each of the following are in your neighborhood.*



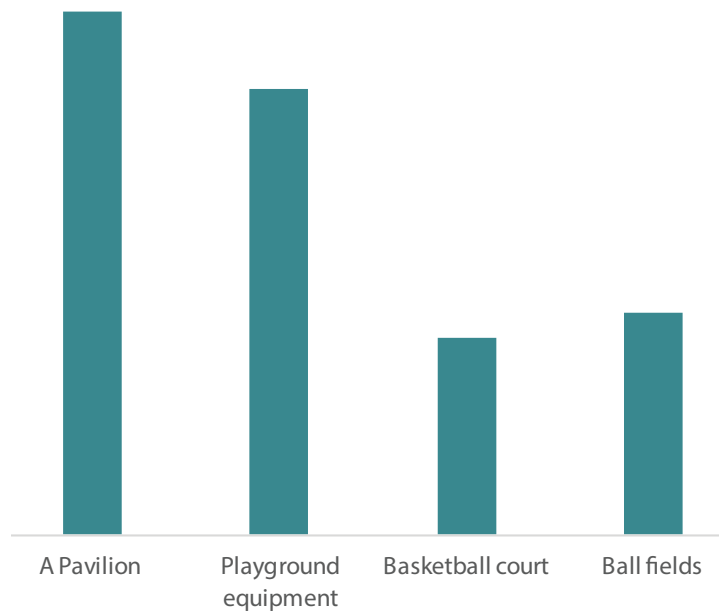


*Rate each of the following zoning issues as a priority for the township.*





*What amenities would you like to see in a Township Park?*



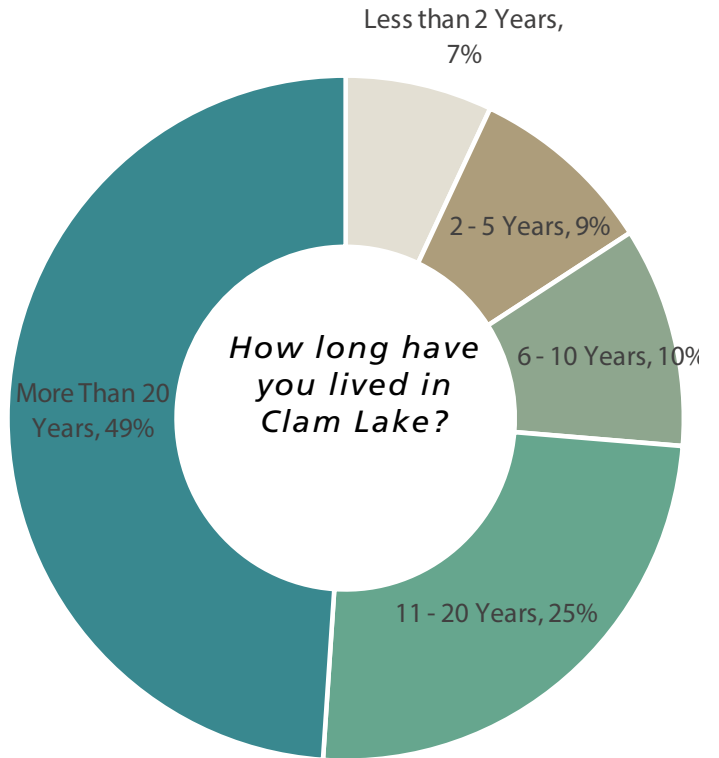
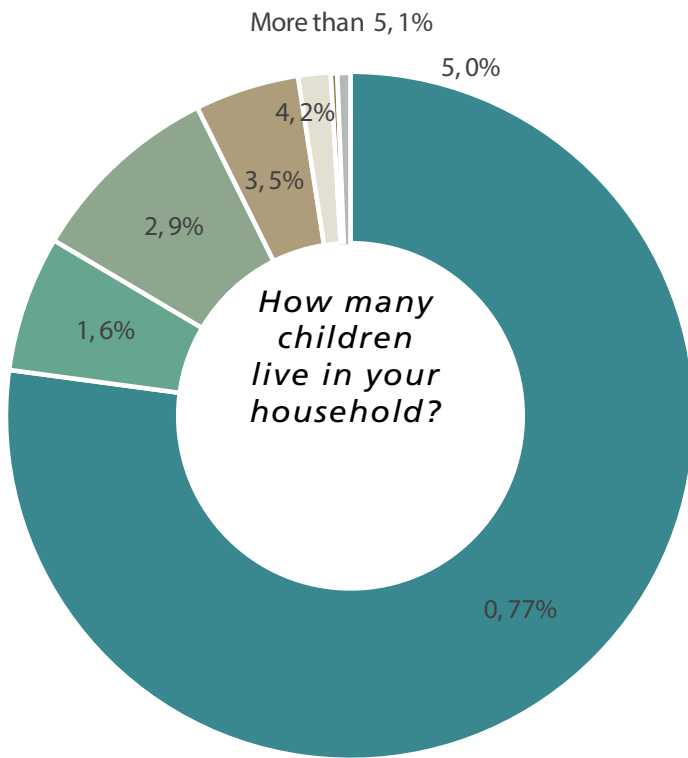


There was strong support to pave certain gravel roads. Other public infrastructure recommendations included better directional and promotional signage, a desire for more recreational amenities like ball fields, and a roundabout at the US 131 & M-115 intersection. There was also support for the Township to consider policy options like enacting a noise ordinance; updating the blight ordinance; re-examining building setbacks, short term rentals guidelines, and speed limits at key intersections; and adopting an ordinance to regulate outdoor wood furnaces and outdoor burning.

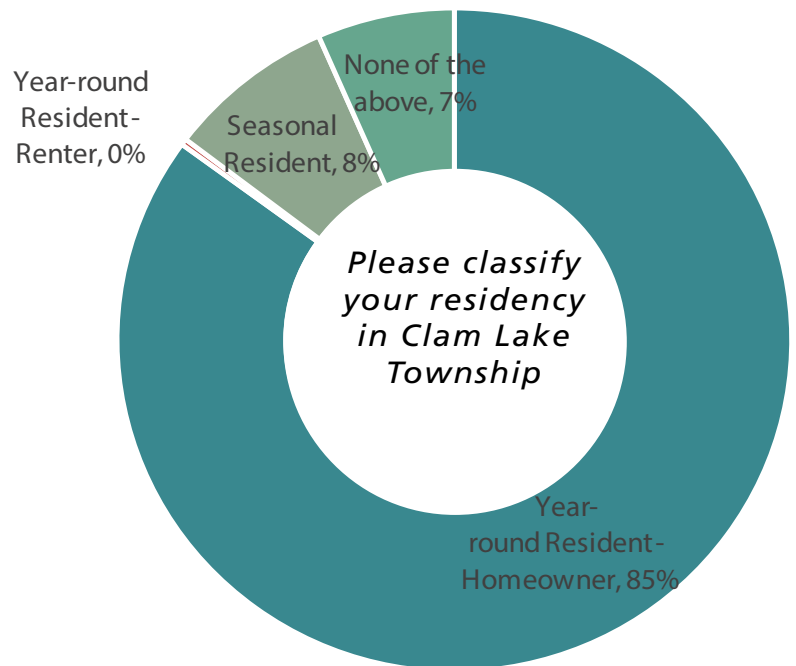
In terms of private development, survey respondents would like to see better high speed Internet service providers, more retail stores, and there was varying levels of support and opposition for Cadillac Crossing and Cadillac Junction developments. Pictured above is a graphic depicting key themes from the long-answer responses.







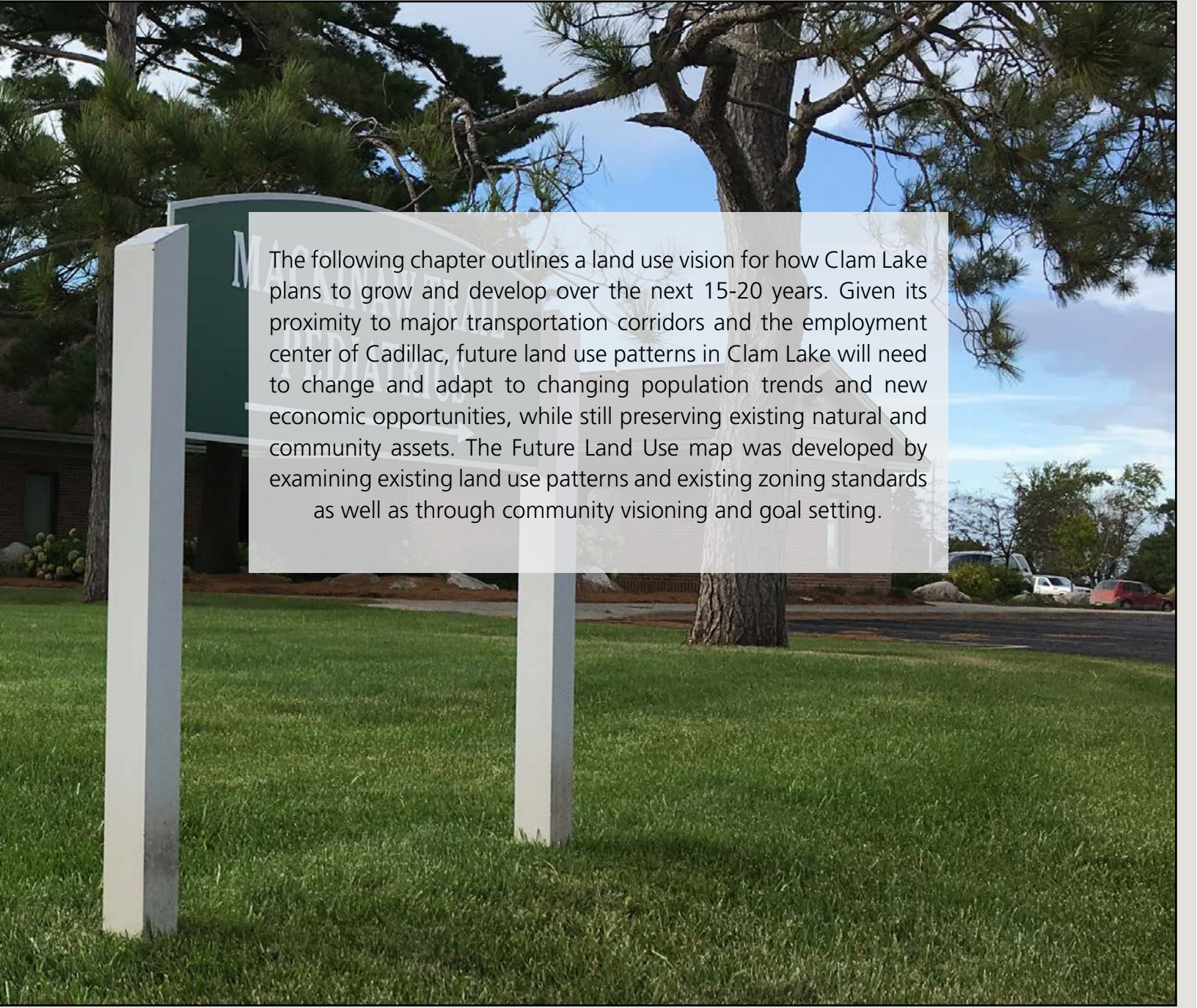
## SURVEY RESPONDENT DEMOGRAPHICS







# STRATEGIES & LAND USE



The following chapter outlines a land use vision for how Clam Lake plans to grow and develop over the next 15-20 years. Given its proximity to major transportation corridors and the employment center of Cadillac, future land use patterns in Clam Lake will need to change and adapt to changing population trends and new economic opportunities, while still preserving existing natural and community assets. The Future Land Use map was developed by examining existing land use patterns and existing zoning standards as well as through community visioning and goal setting.



12: Existing Land Use Categories Table

LAND USE CATEGORY	NUMBER OF PARCELS	ACREAGE	PERCENTAGE
Agricultural- Improved	68	3,646	18.5%
Agricultural- Vacant	92	4,142	21.0%
Commercial- Improved	77	740	3.8%
Commercial- Vacant	30	186	1.0%
DNR Land	6	155	0.8%
Religious/Churches	2	20	0.1%
Residential- Improved	1056	5,828	29.6%
Residential- Vacant	368	3,259	16.6%
Retired Split / Combined	20	295	1.5%
Government	36	395	2.0%
Unknown	47	1,021	5.2%

## LAND DEVELOPMENT

In very general terms the Township can be segmented into three land development patterns that reflect existing land use, transportation network, availability of utilities, and regional growth and investment pressures. The three land development patterns that are present in Clam Lake Township include:

1. Residential
2. Commercial
3. Rural/Undeveloped

Long term, Clam Lake Township plans to preserve and protect these land development areas for the benefit of future residents, businesses, and visitors.

## EXISTING LAND USE

Each of the three land development patterns noted previously can be further divided into 10 land use categories. Examining the existing land use trends is useful to help inform development of the future land use map and updates to the zoning district designations. The existing land use map depicts the ways in which land is currently being used in the Township.

The table above summarizes each existing land use, the number of parcels classified as that land use, total acreage, and percentage of total land in the Township that is said land use category.

The greatest portion of total land within the Township can be classified as residential (either improved or vacant). Clam Lake Township has well-established, attractive neighborhoods. These neighborhoods help define the character and unique sense of place of the Township. The preservation and enhancement of these neighborhoods is essential to Clam Lake's success. Because there is a significant amount of residential land in the Township that is undeveloped, the Township plans to focus on developing these areas first before expanding to undeveloped areas.

As noted previously, agricultural land makes up a significant portion of the total land area within the Township - approximately forty percent (see table). Although some agricultural land is improved (currently being farmed) while some is vacant (not in agricultural use), both categories are still considered to be an agricultural land use. Although forested areas are not an existing land use category, it is noteworthy to mention that much of areas classified as vacant residential are currently forested.

## GROWTH AND INVESTMENT AREAS

Clam Lake is a rural township with an emerging urban fringe adjacent to US-131, and given its proximity to the City of Cadillac, special attention should be placed on ensuring that future public infrastructure investments and growth are planned in a way that is mutually







beneficial for both the Township and the City of Cadillac. Clam Lake has an opportunity to leverage its proximity to Cadillac to attract growth and investment; fostering economic development and increasing property values in the Township.

The Growth and Investment Areas map highlights general locations for future growth and development in the Township. This map reflects general locations for growth and investment in the Township within the DDA District and/or with access to US-131 Interstate. By concentrating growth in this zone, costs of public services can be reduced, and open space can be preserved elsewhere in the Township. As opportunities for development arise, the Township plans to collaborate with the City of Cadillac on road extensions and utilities in this zone.

## FUTURE LAND USE

The Michigan Planning Enabling Act of 2008 requires the inclusion of a future land use map and zoning plan in the master plan. The future land use map and districts identify a generalized, preferred organization of future land uses in the Township. It is a general framework intended to guide land use and policy decisions within the Township over the next 15-20 years. It guides the development of a Zoning Plan and ultimately influences changes that may be made to the zoning ordinance. The Future Land Use Districts Table summarizes the future land use districts in Clam Lake. The Future Land Use Map is not intended to be used to identify future land use on a parcel-by-parcel basis, but rather to identify districts that may evolve within the Township. The Future Land Use Map shows the preferred locations for future development in Clam Lake

## ZONING PLAN

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

## Relationship to the Master Plan

As a key component of the Master Plan, the Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan, and to guide the development of the Zoning Ordinance. The Zoning Ordinance is the primary implementation tool for the future development of Clam Lake. The following sections detail existing zoning regulations in the Township. See the existing zoning classifications table for a summary of district regulations.

## Proposed Zoning Changes

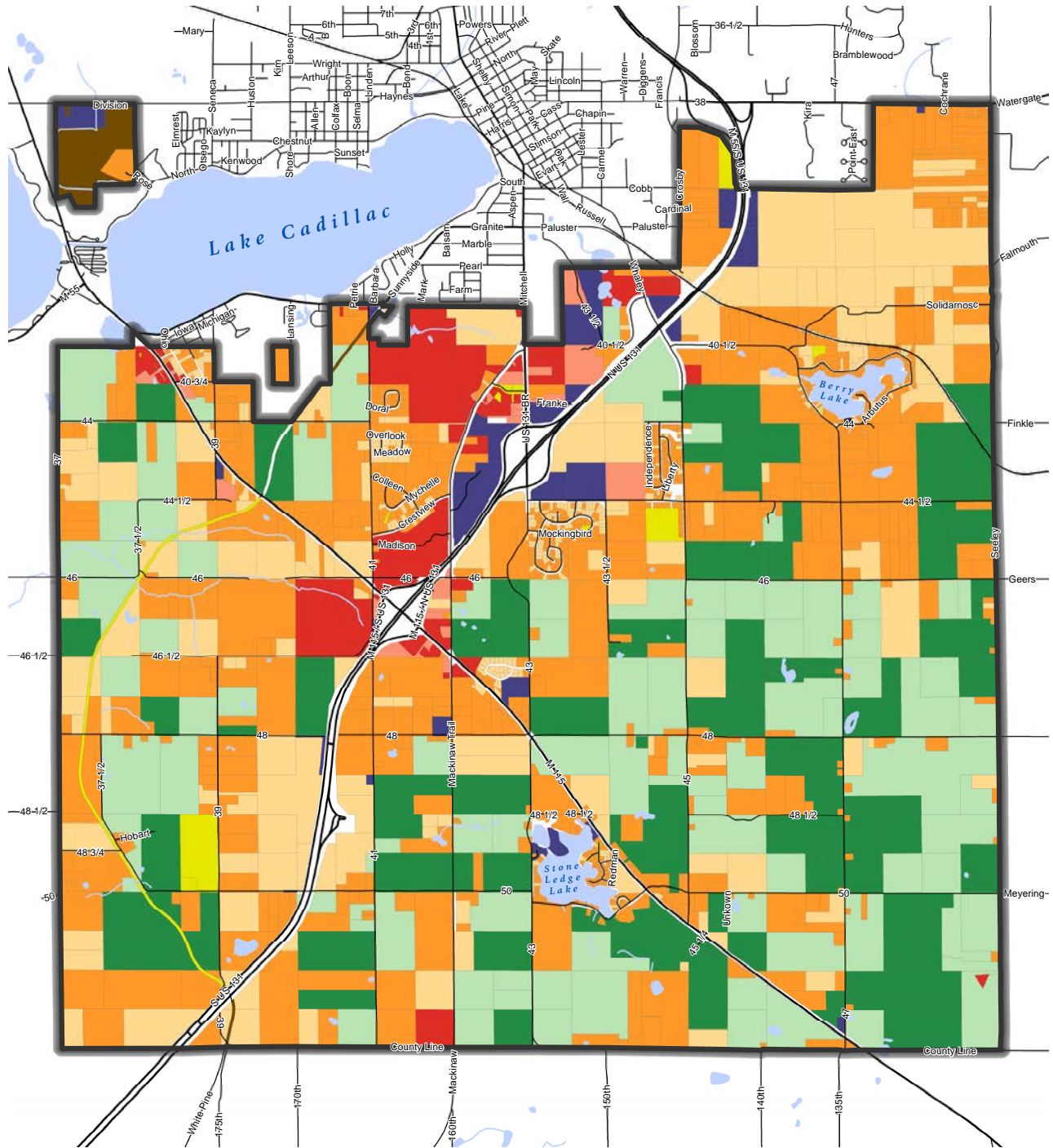
The following summarizes a list of proposed changes to the zoning ordinance:

### *Recreational Resort Zoning*

Given Clam Lake's diverse natural assets and desire to leverage these assets for further economic development, the Township is considering establishing a special district for recreation and resort related uses. By concentrating these uses in specific areas within the Township, recreational related developments will be mutually beneficial to one another and can help incentivize



13: Existing Land Use Map



## CLAM LAKE TOWNSHIP Existing Land Use Map

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS, Esri Basemap

- |                   |                        |   |
|-------------------|------------------------|---|
| Township Boundary | Residential - Improved | Agricultural - Improved                   |
| State Roads       | Residential - Vacant   | Agricultural - Vacant                     |
| All Roads         | Commercial - Improved  | Retired Split / Combined                  |
| Railroads         | Commercial - Vacant    | Government (City, County, State, Federal) |
| Rivers / Streams  | DNR Land               | Unknown                                   |
| Lakes / Ponds     | Religious / Churches   |   |

0 0.5 1 Miles



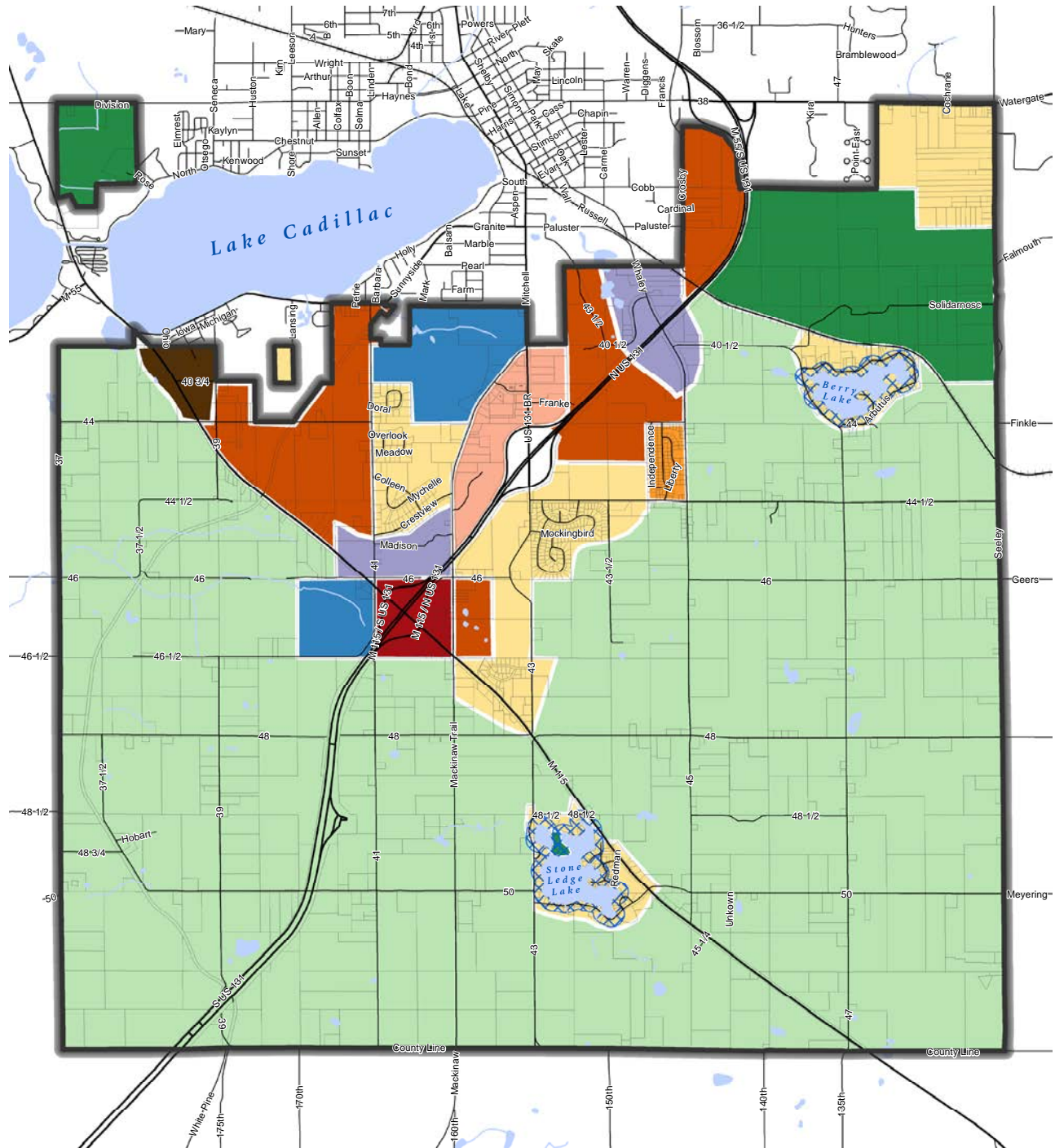
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## 14: Future Land Use Districts













DISTRICT	PURPOSE	USES	CATEGORY
<b>R</b> Residential	The Residential district is intended for connected residential areas, usually developed as subdivisions or planned neighborhoods. There are a number of subdivisions in Clam Lake with capacity for residential development; these areas should be developed first.	Single-family detached units and some multiple-family attached units are supported in this district.	Residential
<b>MN</b> Mixed Neighborhood	The Mixed Neighborhood district is intended to designate an area of future growth and investment to support economic development and respond to changing demands for a mix of housing options in the Township.	Single family, Townhouses, multi-family developments, and limited neighborhood services are supported in this district.	Residential
<b>MU</b> Mixed Use	To provide a mix of uses and services that are pedestrian-friendly, easily accessible, and provide a retail and entertainment experience in the Township. Apartments and other multiple-family housing styles can be located above commercial uses or as separate developments, providing the Township with additional housing options by assimilating uses together. Integrating these mixed uses will provide a sense of place and increase potential destinations for residents and visitors.	Commercial, residential, social, and public uses are accommodated in this district.	Residential
<b>MH</b> Manufactured Homes	The intent of the Manufactured Housing District is to provide an exclusive, affordable place for mobile and manufactured housing in proximity to public infrastructure, goods and services.	Mobile and Manufactured Homes	Residential
<b>OS</b> Office Service	This district is designed to contribute basic services to the community while encouraging low-density commercial activities. This avoids an overwhelming concentration of commercial uses and the unnecessary expansion of strip development along the thoroughfares.	Professional offices, coffee shops, local retail	Commercial
<b>RC</b> Regional Commercial	The purpose of this district is to offer a variety of service, retail, and employment opportunities within the Township. Consolidation of these uses in one cohesive area minimizes impact on rural character elsewhere, stabilizes the collection of businesses, and reinforces the district as a destination.	Banks, larger retailers, commercial chains, as well as regional institutions,	Commercial
<b>RR</b> Recreational Resort	This district is intended to strategically attract commercial recreational amenities in Clam Lake and position the Township as a family-oriented tourism destination.	Resorts, recreational amenities, and other compatible land uses	Commercial
<b>T</b> Transitional	The Transition area is intended to facilitate a phased progression of growth extending from outside the City of Cadillac boundary into the Clam Lake commercial areas.	Light commercial and residential uses	Commercial
<b>AP</b> Agricultural Preservation	This district is intended for areas of the Township currently being farmed or areas with potential to be high-values farmland. Existing homes are preserved but new development is discouraged.	Farmland, orchards, nurseries, sawmills	Rural
<b>PP</b> Preserve/ Parkland	The intent of the Preserve/Farmland District is to identify and protect park land, open space, conservation areas, and environmentally sensitive areas. This includes land not currently owned by the City identified for land acquisition or future recreation easements.	Forested and protected areas, existing and planned parks	Rural
<b>WO</b> Waterfront Overlay	This overlay district would provide added protection to inland lakes within Clam Lake Township through a vegetative greenbelt and waterfront building setbacks. By requiring a larger building setback on waterfront lots, limiting impervious surfaces, and requiring a vegetative buffer to be established when new homes are constructed, the water quality of Berry Lake and Stone Ledge Lake can be better protected.	Waterfront homes	Overlay







## 15: Future Land Use Map



# CLAM LAKE TOWNSHIP Future Land Use Map

Data Sources: State of Michigan Geographic Data Library, Wexford County GIS, Esri Basemap

- |   |                   |   |                            |
|---|-------------------|---|----------------------------|
|  | Township Boundary |  | Residential                |
|  | State Roads       |  | Manufactured Homes         |
|  | All Roads         |  | Mixed Neighborhood Housing |
|  | Railroads         |  | Office Service             |
|  | Rivers / Streams  |  | Regional Commercial        |
|  | Lakes / Ponds     |  | Waterfront Overlay         |

-  Agricultural Preservation  
 Preserve / Parkland  
 Recreational Resort  
 Mixed-Use  
 Transition  
 Right of Way

B R   
Beckett & Raeder



## 16: Existing Zoning Classifications

DISTRICT	USES (GENERAL)	SETBACKS	LOT SIZE (MINIMUM SQ. FT)
<b>R</b> Residential	The intent of this district is to establish lots for single-family residential homes with enough space to provide adequate well and septic facilities, as well as safe access and exit. Special uses shall be limited to those compatible with the residential character.	Front: 40 Side: 15 Rear: 25	1-Family: 20,000 2-Family: 32,000
<b>RR</b> Resort Residential	The intent of this District is to promote the proper use and conservation of lakeside and resort areas of the Township while allowing the development of low to medium density residential development.	Front: 40 Side: 15 Rear: 35	1-Family: 20,000 2-Family: 32,000
<b>AR</b> Agricultural Residential	The intent of this District is to protect the rural character and open space of traditional agricultural areas while also recognizing the need for quality residential and agricultural-related development.	Front: 50 Side: 30 Rear: 50	1-Family: 43,560 2-Family: 65,340
<b>C1</b> Light Commercial	This District is provided to establish areas in the Township where general, local commercial and retail services are appropriate.	Front: 30 Side: 20 Rear: 60	25,000
<b>C2</b> Heavy Commercial	This District is intended for commercial uses which are likely to produce noise, smoke, dust, or traffic which may be of an intensity harmful to neighboring properties. Outdoor storage with screening are permitted in this District.	Front: 100 Side: 20 Rear: 60	43,560
<b>OS</b> Office Service	This District is designed to provide lands for personal and professional offices which, for reasons of size or practicality, are not appropriately suited in other commercial districts.	Front: 75 Side: 30 Rear: 60	22,500
<b>FR</b> Forest Recreational	This District is provided to promote the proper use of the Township's resources and enjoyment of natural features while providing space for larger outdoor recreational facilities, forestry, and low density residential.	Front: 50 Side: 30 Rear: 50	1-Family: 43,560 2-Family: 65,360
Clam Lake Corridor Overlay Zone	This overlay zone is established for the purpose of allowing a planned office and commercial area to develop. The planned nature of this area is intended to promote uses that are beneficial to one another.	Variable depending on underlying zoning district	Variable depending on underlying zoning district
Lots with Public Water/ Sewer	Variable depending on the zoning district	Front: 40 Side: 15 Rear: 25	1-Family: 12,000 2-Family: 18,000

## Notes:

1. On inland lakes, the front setback is 50 feet from the established high water mark.
2. The minimum floor area for multi-family in any district shall be 530 square feet.
3. There shall be lot area equal to 9,000 square feet per unit.
4. All dwellings in Residential Districts shall be a minimum of 20 ft on all four building faces at the time of manufacture or placement.



new development. This zoning designation will also help promote Clam Lake as a family-oriented vacation destination.

### ***Mixed Use and Mixed Housing Development***

Although the Wexford County Zoning Ordinance currently allows for a mixed use development through a Planned Unit Development process, Clam Lake Township is considering zoning specific areas of the Township for mixed use so the Township can actively identify where they would like to see a mixed-use hub of residential and commercial activity in the future. The Planning Commissioners have noted that there is some demand for mixed use housing and walkable amenities for workers. Commissioners noted that young people who work for 9&10 often leave Clam Lake after a few years and this type of development could attract these 'knowledge workers.' In addition to mixed use, a mixed housing district would allow a broader diversity of housing options to be established in certain areas of the Township, while still preserving the exclusive residential feel of the districts.

### ***Shoreline Protection***

The Township is considering adding an inland lake overlay district similar to the Lake Mitchell overlay district in the former Wexford County Zoning Ordinance. This overlay district could require added protections for waterfront development such as a greenbelt and increased waterfront building setbacks. The Township also plans to explore adopting a local ordinance that requires septic inspections at the time of property transfer. In addition to local ordinances, working with the lake association to educate and inform waterfront property owners about fertilizers, greenbelts, and well-maintained septic systems will help preserve water quality. Planning Commissioners noted that seasonal residents as well as year-round residents often purchase waterfront properties without any knowledge of building restrictions and sensitive environmental areas.

### ***Residential Corridor Zoning***

In the future, the Township plans to retain existing homes located along commercial corridors, but does not want to promote additional strip residential development. There is a desire to protect the rural feel of these corridors.

### ***Short Term Rentals***

Clam Lake has some short-term rentals and there have been some complaints by neighborhoods that these rentals are negatively impacting peace and tranquility, especially on waterfront properties. Clam Lake could evaluate the feasibility of adopting an ordinance aimed

at regulating or limiting these short-term rentals. This regulation ability will depend on what happens in the Michigan Legislature.

### ***Design Standards***

Design standards are a great tool for ensuring private development that has public benefit, and also foster economic development of a commercial district. Currently there are a number of design standards associated with the Clam Lake Overlay District. For example, a landscaping plan must be submitted as part of the site plan and shall include requirements for landscaping islands, parking shall be setback from the property line, there are restrictions on parking in front of buildings (between the public right-of-way), and restrictions on signs to make them uniform and aesthetically pleasing. There are also provisions to ensure better access management and eliminate unnecessary driveways. As a part of the zoning ordinance update, the planning commission and DDA will have the opportunity to reevaluate and update the design standards.

### ***Parking***

Consider updating parking standards to be in line with minimum and maximum standards for number of spaces as recommended by the American Planning Association for communities of a similar size and nature to Clam Lake. Although most all uses in Clam Lake are automobile-oriented, the maximum requirements are outdated. Updated parking standards could foster economic development and support the type of development that Clam Lake desires.

### ***Signs***

The Township should update the sign regulations to be content neutral and in line with Reed v Town of Gilbert.

### ***Reducing Residential Minimums***

The Township could consider reducing the minimum residential lot sizes. Smaller lots allow more affordable, eco-friendly homes to be built and allow additional flexibility.

### ***Alternative Energy***

Legislation passed by the State of Michigan and the reduction in up front costs for solar and wind facilities make these alternative energy sources a desirable option for residential and commercial purposes. Communities like Clam Lake Township will want to be proactive in zoning for wind and solar power by identifying the types of facilities that are appropriate within the Township and where those facilities should be located. This will ensure wind and solar facilities are developed in a manner that is appropriate for Clam Lake Township. When the

zoning ordinance is updated, Clam Lake Township plans to evaluate appropriate setbacks, height restrictions, and zoning districts for any potential new wind turbine development.

### ***Animal Husbandry***

Animal husbandry is the branch of agriculture concerned with animals that are raised for meat, fibre, milk, eggs, or other products. It is becoming increasingly more common for communities to permit limited livestock in traditional residential areas. Clam Lake Township should explore provisions that permit and other low impact livestock chickens in certain low density residential districts to encourage small scale local food and farming.

### ***Nuisance and Blight***

There are a number of nuisance related issues that arose through the planning process and were articulated in the community survey. Some of these issues would be best addressed through a police power ordinance while some can be addressed through updates to the zoning ordinance.

Clam Lake is currently reexamining their blight ordinance. Updates to the zoning ordinance should be consistent with updated provisions and enforcement efforts. The following is a list of issues the planning commission plans to address in the coming months:

1. Dumpster screening
2. Outdoor storage of equipment, refuse, and rubbish
3. Abandoned trailers and homes
4. Perennial yard sales
5. Outdoor burning (includes outdoor wood furnaces and leaf burning)
6. Grass and weed height limitations

### ***Updated Definitions***

As topics relevant to planning and zoning are constantly changing and evolving, so too are the definitions required in a zoning ordinance. To keep up with changing trends related to land use, the following definitions will be reexamined as a part of the zoning ordinance update process:

- Accessory buildings (definition, regulations, and requirements)

- Definition of kennel and number of dogs permitted
- Definition of motel, transient housing, and transitional housing

### ***Considering Prescriptive Zoning***

During the planning process, there was a discussion and subsequent interest to explore a zoning ordinance similar to what was adopted by Joyfield Township in Benzie County. Joyfield created two zoning districts – an agricultural district and an urban district. For each district, the Township has delineated setbacks and permitted uses using historical development patterns. For each zoning district, four zones were created:

- District 1: Area between road and homes
- District 2: garages, cottage industries
- District 3: Farms and accessory buildings
- District 4: Farm fields

This approach could be replicated in Clam Lake in rural areas (most likely the areas currently zoned Agricultural-Residential and Forest-Residential. It would allow for the Township to be more prescriptive and not have such black and white setback standards. Considered the rural version of a form based code.





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# ACTION AND IMPLEMENTATION

This section outlines an achievable list of goals and actions Clam Lake Township plans to undertake in the coming years. While many deal with land use, they are not limited to planning and zoning. The action plan is truly a road map for the entire Township. To successfully implement these goals and actions, the entire Clam Lake community must be committed to this vision.





Under the direction of the planning commission, with citizen and stakeholder input, Clam Lake Township has identified five themes, each with corresponding goals and actions. Because this master plan takes a 15-20 year approach to planning, it is anticipated that these goals and corresponding actions could take up to that amount of time to be realized. The Action Plan Table outlines a planned implementation schedule for each action and includes a general time-frame for implementation, the party responsible for implementing, priority, and anticipated funding source.

## GOALS AND ACTION STEPS

This section outlines the key goals and actions identified by Clam Lake Township. The goals and actions fall into five major themes, as listed below:

1. Governance & Leadership
2. Economic Development
3. Access & Connectivity
4. Natural Resource Preservation
5. Strong Neighborhoods

## Governance & Leadership

Clam Lake Township will continue to seek internal and intergovernmental collaboration and transparency to support community development and municipal services.

Currently, the greater Cadillac area is undergoing a strategic economic prosperity planning process. Surrounding communities are taking stock of their assets and identifying opportunities to foster economic development in a coordinated way. Additionally, Wexford County is undertaking possibly the largest joint planning process in Michigan history. Clam Lake Township plans to coordinate and collaborate with the greater Cadillac community and the Wexford County Joint Planning Commission whenever feasible.

Additionally, Clam Lake Township is embarking on its first ever master plan, and in that process, has created a new planning commission. The planning commission has the opportunity to provide proactive leadership and land use policies that will foster economic prosperity.

## Economic Development

Clam Lake is fortunate to be in a good position economically, especially in comparison to other rural Townships in northwest Michigan. Compared with surrounding communities, Clam Lake residents have higher wages and lower incidence of poverty. However,

there are opportunities for the Township to continue to leverage these demographic assets to enhance economic development. The ongoing strategic planning and development process undertaken by the Downtown Development Authority has set the Township up to continue to attract new businesses and expand existing clusters. To encourage younger talent to stay in Clam Lake, the Township also plans to continue to support education and vocational training for residents.

## Access & Connectivity

Clam Lake Township is conveniently located at the crossroads of two of the most heavily used corridors in northwest Michigan - M-115 and US-131. To ensure roads and access-ways are safe and well-maintained, the Township will continue to coordinate with the Wexford County Road Commission and surrounding jurisdictions as well as explore local in taxing options.

In addition to roads, the Township plans to improve connections between the popular White Pine Trail and community amenities. Clam Lake will explore options for funding non-motorized improvements through programs like Safe Routes to School.

## Natural Resource Preservation

Rolling hills and high quality agricultural land contribute to Clam Lake's identity. Survey respondents placed a strong emphasis on protecting rural open space and agricultural land in the Township. While the Township intends to continue to grow and develop, high value will be placed on focusing business growth and expansion in areas of the community that are already developed. This will ease the burdens for public infrastructure and also preserve the rural character so many residents hold dear.

## Strong Neighborhoods

Clam Lake has high quality, established neighborhoods that offer low density single family housing formats in close proximity to city services. Clam Lake intends to protect these neighborhoods while expanding options for seniors and others looking for more diverse housing options.

The issue of junk and trash in residential areas was raised through the survey process. The Township plans to explore a range of options to reduce neighborhood the incidence and perception of neighborhood junk and trash through local ordinance enforcement, various funding sources for homeowners, and possibly a formal neighborhood watch program.

## VISION

**Over the next 15-20 years, Clam Lake Township will grow its economy while maintaining its farmland and rural character. The township will serve as a family-oriented recreational destination, with a variety of shops and upscale dining opportunities. Residents will have access to a diversity of job opportunities and high-quality housing options.**



## 17. Governance &amp; Leadership

GOAL	ACTION	PRIORITY LEVEL	RESPONSIBLE PARTNERS	TIME FRAME
Seek intergovernmental collaboration and transparency to support community development.	Coordinate with the Joint Wexford County Planning Commission on future land use designations and land use policies.	Medium	Planning Commission	Ongoing
Support a citizen planning commission that will lead the Township with innovative land use policies.	Adopt an amended zoning ordinance that reflects priorities identified in the master plan.	High	Planning Commission	Within 1 Year
	Institutionalize a regular 5-year review of the master plan and annual planning commission reports.	Medium	Planning Commission	Ongoing

## 18. Economic Development

GOAL	ACTION	PRIORITY LEVEL	RESPONSIBLE PARTNERS	TIME FRAME
Attract a diversity of new businesses to Clam Lake Township.	Coordinate with surrounding jurisdictions on economic development and business recruitment.	Medium	DDA, AES, Cadillac Area Chamber of Commerce	1 - 5 Years
	Identify potential new businesses to locate in Clam Lake that are low consumers of water.	High	DDA, AES	Within 1 Year
	Publish information on available development and redevelopment properties for businesses looking to locate or grow, using MEDC's Redevelopment Ready Communities guidelines.	Medium	Clam Lake DDA, Planning Commission	1 - 5 Years
Support existing businesses to help them grow and react to changing conditions.	Partner with educational institutions and others to provide and promote expanded vocational training opportunities for Township residents.	Medium	Township, AES	1 - 5 Years
Support a vibrant, diverse DDA District that serves as a focal point of community and economic activity.	Create a sense of place along key commercial corridors through public amenities and streetscape investments.	High	DDA, Planning Commission	1 - 5 Years
	Review the sign ordinance to ensure visual conformity.	High	Planning Commission	Within 1 Year
	Adopt zoning standards that support and facilitate mixed-use development.	High	Planning Commission	Within 1 Year





## 19. Access &amp; Connectivity

GOAL	ACTION	PRIORITY LEVEL	RESPONSIBLE PARTNERS	TIME FRAME
Look for opportunities to improve motor vehicle access and connectivity throughout the Township.	Work with the City of Cadillac and the Wexford County Road Commission to evaluate the feasibility of expanding roads within the township to support new development.	High	Road Commission, City, Wexford JPC, Township Board	1- 5 Years
	Prepare a capital improvements program for the Township which include strategies and future funding for road improvements.	High	Planning Commission, DDA, Township Board	Within 1 Year
	Consider a Township millage to repair and improve roads.	Medium	Township Board	1- 5 Years
	Work with MDOT and the Wexford County Road Commission on access management practices – driveways, shared driveways, service drive for safety	Medium	Planning Commission and Twp Board	1- 5 Years
Improve access and affordability of services and utilities for Township residents.	Review existing infrastructure service areas and determine where Broadband and natural gas should be expanded and work with service providers to promote expansions in these areas.	High	Township Board, Planning Commission	1- 5 Years
	Explore the possibility of contracting with Ms. Green Recycling or another private service provider.	Medium	Township Board	Within 1 Year
	Evaluate the feasibility of consolidating garbage hauling to a single provider.	Medium	Township Board	Within 1 Year
Develop a connected network of biking, walking, and snowmobile routes to allow residents and visitors to access businesses, recreational amenities, schools, and neighborhoods.	Identify funding opportunities to build sidewalks between residential areas, Mackinaw Trail Middle School, trailheads, and businesses.	Medium	Planning Commission, School District, DDA	1- 5 Years
	Incorporate Complete Street Best Practices in road projects.	High	Wexford JPC, MDOT, Planning Commission	1- 5 Years
	Improve snowmobile access from trails to Township amenities.	Medium	Planning Commission	1- 5 Years

## 20. Natural Resource Preservation

GOAL	ACTION	PRIORITY LEVEL	RESPONSIBLE PARTNERS	TIME FRAME
Protect and preserve agricultural land and rural areas within the Township as a defining character of Clam Lake.	Support agri-tourism to ensure farmers can respond to changing consumer demands.	High	Cadillac Area Land Conservancy, Township	1- 5 Years
	Look for opportunities to purchase land conservation easements to protect farmland.	Medium	Cadillac Area Land Conservancy, Township	1- 5 Years
	Collaborate with agencies and private landowners to preserve large tracts of forests, wetlands, and other sensitive features.	High	Land Conservancy, Conservation Dist.	1- 5 Years
Protect the water quality of inland lakes, rivers and streams.	Evaluate the feasibility of amending the zoning ordinance to adopt residential shoreline protection standards.	Medium	Planning Commission	1- 5 Years
	Educate homeowners about the importance of a properly functioning septic system.	High	Planning Commission	1- 5 Years



## 21. Strong Neighborhoods

GOAL	ACTION	PRIORITY LEVEL	RESPONSIBLE PARTNERS	TIME FRAME
Provide a diversity of high-quality housing options for those wishing to both rent and own.	Encourage new homes to be built within existing subdivisions.	High	Planning Commission	
	Support developments and policies within the Township that would allow for aging in place.	Medium	Planning Commission, Board	
Reduce Neighborhood blight.	Pursue funding to assist homeowners with maintenance and improvements.	Medium	Planning Commission, Board	
	Review the blight ordinance and determine if it should be amended.	High	Planning Commission, Board	
Develop a Township Park accessible to surrounding neighborhoods.	Explore development of a Township Park on the site where the Township Hall is located. Consider a pavilion for weddings and public events that could generate revenue.	High	Township Board, Planning Commission	

## IMPLEMENTATION TOOLS

A successful master plan is one that has the support of the community and can be implemented in a reasonable timeframe. This final section provides ideas for funding mechanisms and programs to Clam Lake Township officials as they embark on the long-term journey of implementing the actions and strategies articulated in this plan.

### Housing

Survey respondents as well as Clam Lake officials articulated concerns about some homes that are in poor repair and could benefit from loans and grants for repairs.

#### MSHDA

The Michigan State Housing Development Authority has a program called Property Improvement Program where homeowners with equity in their home, an annual household income of up to \$105,700, and a credit score of at least 620 can access low-interest loans to improve their homes. The home must be the borrower's primary residence, either single-family or manufactured home, located in Michigan.

#### Single Family Assistance

USDA sponsors two programs for rural development that can be of help to Clam Lake homeowners.

The Single Family Housing Direct Home Loans is a subsidy for low and very low-income residents to ensure that they live in safe and decent housing. These funds can be used

to build, repair, renovate or relocate a home in a rural area. The amount of money loaned to a homeowner depends on income, debts, and assets.

The Single Family Housing Guaranteed Loan Program provides a 90% loan note guarantee to approved lenders as a way of reducing their risk. The program therefore assists lenders in providing low and moderate income household loans so they can build or rehabilitate a home. The income eligibility is the same as the Single Family Housing Direct Home Loans program.

### Waste and Recycling

Numerous survey respondents expressed interest in curbside recycling services offered for Township residents. Ms. Green is a private contracting company that provides bi-weekly curbside recycling services to residents of the City of Cadillac. A formalized partnership with Ms. Green would be one opportunity for the Township to explore.

Township officials also expressed an interest in contracting with a private company to provide township-wide waste collection services to Township residents. Currently, each resident contracts separately with a garbage hauler of their choice. The Township hopes to investigate a residential waste and recycling hauling contract similar to what was used in Cherry Grove Township that could be offered to the entire township on a bid proposal. By consolidating services, the Township could negotiate rates and also reduce wear and tear on roads by reducing the number of garbage haulers on Township roads.



## Redevelopment Ready Communities

Michigan Economic Development Corporation's Redevelopment Ready Communities (RRC) program is available to communities across the State of Michigan. By participating in this program, Clam Lake could strengthen its economic climate and also make the Township eligible for financial assistance from the State of Michigan.

RRC is a voluntary, no-cost certification program designed to promote effective redevelopment strategies through a set of best practices. The program measures and then certifies communities that integrate transparency, predictability and efficiency into their daily development practices. To participate in the program, Clam Lake Township simply needs to complete a self assessment, attend an RRC training, and pass a resolution of intent.

## Water and Sewer Services

Like many other developed townships that border cities and larger villages, Clam Lake Township has undergone significant economic investment and is home to a wide range of service and retail establishments. Over the years, Clam Lake has revisited the issue of providing water and sewer services for these commercial uses.

Although the Township does not anticipate constructing municipal water or sanitary sewer infrastructure, there is a commitment to serving the needs of current and future commercial users. The Clam Lake Downtown Development Authority plans to provide grants for engineered systems that allow higher intensity operations. In the future, the Township Board and Planning Commission plans to work with the DDA to initiate the process of granting these loans to businesses.

## Recreational Enhancements

As a part of the master plan survey, there was considerable support for development of a Township Park. The timing is ripe for Clam Lake to explore development of expanded recreational amenities for Township residents as the Township is in the process of developing a 5-year Township Recreation Plan. The recreation plan will allow the Township to be eligible for Michigan Department of natural Resources Trust Fund grants and Recreation Passport funds. To augment these efforts, the Township could consider formalizing a recreation committee to work towards goals and actions identified in the Township Recreation Master Plan.

## Open Space Preservation

Clam Lake leaders and residents expressed a deep appreciation of open space and fertile farmland in the Township and a commitment to protecting these resources. Since 1995, the Cadillac Area Land Conservancy has worked with farmers, local officials, and other private property owners to protect over 1,500 acres of natural, scenic, and farm lands through conservation easements on private lands in Missaukee, Osceloa, Wexford, and northern Lake and Mason counties. Clam Lake should continue to strengthen partnerships with conservation groups such as the Cadillac Area Land Conservancy and connect local property owners with these groups as properties become available. There are a number of local, state, and national funding opportunities as well as tax incentives for property owners interested in preserving their land in perpetuity.

