



CITY OF GLADWIN

2014 Master Plan

Preface

The City of Gladwin Master Plan by the City of Gladwin Planning Commission has been prepared for long term land use planning and also for review and approval by the Gladwin City Council to establish a long range master plan for development of the City. The residents of the City will be asked for direction, desires and input for this master plan to ensure it meets the community aspirations and desires. The data is based on various technical facts, U.S. Census Bureau data and estimates and other sources of information about the community as noted in appropriate places.

This Master Plan is consistent with the requirements of the Michigan Planning Enabling Act 33 of 2008. It meets the following requirements for narratives, statistics and maps for the Michigan Act:

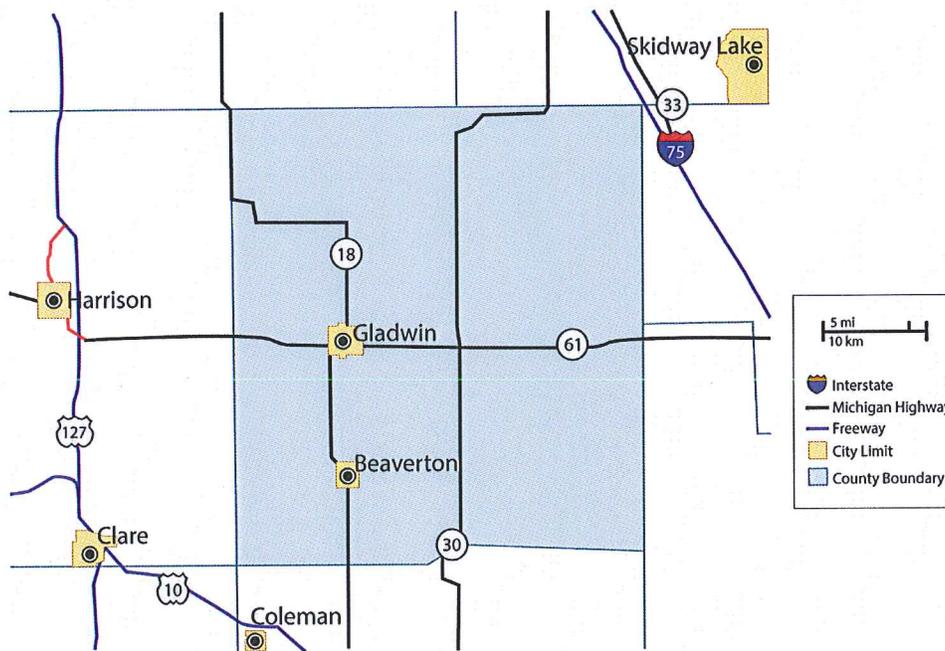
1. The plan shall be coordinated, adjusted, harmonious, efficient and economical in presentation.
2. The plan shall consider the character of the City of Gladwin and its suitability for particular land uses and be judged in terms of such factors as trends in land and population development.
3. The plan will, in accordance with present and future needs, best promote the public health, safety, morals, order, convenience, prosperity, and general welfare.
4. The Master Plan shall include among other things, promotion of or an adequate provision for one or more of the following items required by Michigan Statute:
 - a) A system of transportation to prevent or lessen congestion on streets.
 - b) Safety from and prevention of fire and other dangers.
 - c) Adequate air and light for residential and commercial uses.
 - d) Healthful, convenient and efficient distribution of the population.
 - e) Good civic design and arrangement of land uses and efficient expenditure of public funds.
 - f) The plan shall provide for the public health and welfare as a consideration for constructing and using public sewage disposal, public water supply and other public improvements.
 - g) Provide public parks and recreation sites and services as needed for citizens and tourists.
 - h) Resources of the City of Gladwin shall be used in accordance with their character and adaptability.
 - i) The Master Plan shall be consistent with a means of effective public participation so that is properly reflects the needs and desires of the City of Gladwin residents.

The Michigan Planning Enabling Legislation along with the companion Michigan Zoning Enabling act 110 of 2006, as amended, shall be coordinated so that immediate zoning requirements are consistent with long term master planning. This shall be accomplished in part by a "Zoning Plan" that specifically details that relationship.

The "Zoning Plan" is included in this document in the Appendix but is to be considered a free standing document which applies to both the current master plan and zoning ordinance and shows the cohesiveness between the two documents.

Chapter I REGIONAL LOCATION & SUMMARY

The regional location of the City of Gladwin is shown on the map inset on this page. It is near the center of the lower peninsula of Michigan's "mitten" about thirty miles west of the Saginaw Bay of Lake Huron. There is no rapid transportation to the Saginaw Bay or Lake Huron tourist areas. In fact, transportation access is primarily limited to two state highways which lead to US-127 approximately fifteen miles to the west and more heavily traveled I-75 about twenty miles east. US-10 is a southeast to northwest freeway approximately twenty-four miles south of Gladwin with access to Midland, Bay City, and Saginaw which are all larger than Gladwin but still modest-sized metropolitan areas. Eight miles south of Gladwin on the Tobacco River, still within Gladwin County, lies the smaller city of Beaverton, another center of commerce for the county. It has a small core of stable businesses and some attractive municipal parks. It maintains a pleasant, traditional and bustling character. The map below shows the Cities of Gladwin and Beaverton and the adjacent townships.



The City of Gladwin certainly enjoys the rural charm of being located in an attractive area with an abundance of lakes and streams as well as farms and woodlands. It has ready access to the significant tourist areas on inland lakes located several miles west, north and east of the City. It also contains professional facilities not part of many rural communities. These include a hospital, fairgrounds, airport, indoor and outdoor sports facilities and municipal parks, one with 59 campground sites along the Cedar River. As the County Seat of Gladwin County it also has numerous municipal offices and associated service businesses.

Midland, Bay City and Saginaw are all south and east of Gladwin being 34, 53 and 58 miles respectively from Gladwin. Larger metropolitan areas such as Flint, Detroit, Grand Rapids and Lansing are still further away but within a two-hour drive.

Most commercial transportation to and from Gladwin is by truck from or destined to larger metropolitan areas. Personal commuting by individuals is in cars and light trucks using Highways M-61, M-30 and M-18, and the US 127, I-75 and US 10 freeways as well as area county roads. This is not likely to change because there is no longer a rail system serving Gladwin County. The local airport can provide light use commercial needs, but the population base will not justify a scheduled airline.

The land surrounding the City of Gladwin is agricultural, with a wooded and undulating topography as is fairly common for the central part of Michigan's Lower Peninsula. It is 44 degrees north of the equator and thus is nearly halfway from the equator to the North Pole with a somewhat shorter growing season for agricultural enterprises. The City terrain is fairly level and sits about 730 feet above the Atlantic Ocean sea level.

A major benefit for both the City of Gladwin and other areas of the county is the proximity of various lakes, rivers and woods for recreation in the county which provide recreation for residents and tourists alike. The city is centrally located in the county, and therefore a destination for summer vacations, fall color tours, hunting trips and other special events. It is also the primary shopping area in the county.

The many waterways within the county serve as focal points not only for recreational activities but also as sites for primary and secondary residences. These include Wiggins Lake and Pratt Lake which are 5 and 3 miles respectively from the city. Additionally, there are 2 all sports lakes within the Sugar Springs development that are 15 miles north of Gladwin. These are just a sample of the many natural features that have attracted many homes and small businesses to their shores. The County is home to about 5,588 seasonal dwellings that are occupied primarily summer and fall. Many are homes of Michigan retirees and all rely heavily on the City of Gladwin for shopping, entertainment, and other business activities.

Its unique location, geography and traditional small city charm make it a viable city into the future despite the ups and downs of the State of Michigan's economy. A summary of the history of the City of Gladwin follows. This history provides ideas for new celebrations and potential activities for the community.

CHAPTER 2

HISTORICAL SUMMARY OF THE CITY OF GLADWIN

A variety of drilling and other scientific methods have provided some insight into the previous centuries of Michigan's history during its long geologic history. Not much is known before about 25,000 to 30,000 years ago when the most recent ice age formed in northern America. At that time anything on the surface in Michigan was eradicated and moved by glaciers that slowly moved over the area.

What was known as the Saginaw Lobe of that glacier began to melt and eventually disappeared between 15,000 and 950 years ago. Slowly the landscape generated foliage and large animals as the land slowly rebounded in elevation from the great weight of the ice. Gladwin County occupies the area around the Tittabawassee River which emerged as a large sub-basin of the Saginaw River. This is still apparent with the large wooded areas with lower land levels along the river as it flows southerly. In the earth's rebounding, the warmer weather attracted vegetation, birds and animals to populate the area. In particular it became home to deciduous and conifer foliage, mammoths, mastodons, giant beavers, and musk oxen among other animals which evolved into the species that are now common to Michigan. Eventually Native Americans became itinerant residents of the area.

Recorded history in Gladwin began when non-native settlers began to inhabit the area. Gladwin County was surveyed and named in 1831 to honor Major Henry Gladwin who commanded Detroit during Chief Pontiac's attacks on that still small city. Gladwin County was not populated until 1861 when the Marvel Secord family left Midland and paddled up the Tittabawassee River 35 miles to the Sugar River tributary where they established the first permanent cabin for non-native settlers in Gladwin County.

The City of Gladwin became populated as the lumber industry arrived in the last quarter of the 1800's. It was first known as the community of Cedar because the Cedar River flowed through the town. Cedar's saloon-keeper was also its first physician. The settlement of Wagarville was four miles north and east of Cedar and was the busiest community in the County during the 1890's. Meredith, several miles north was a drinking and carousing center for the early residents and loggers. Railroads were established and becoming more common and added to the viability of the timber industry. As there was another community named Cedar in Leelanau County which was growing at a faster rate and often confused with the Village of Cedar in Gladwin County, this municipality was told by the U.S. Postal Service to rename the city and thus, the City of Gladwin was established. Careless lumbering allowed Gladwin to suffer from huge fires that burned much of the county and dealt the timber industry a devastating blow. As the lumber era foundered, sawmills were dismantled and removed from the county by train.

Gladwin County stagnated until the discovery of oil in the 1930's. For a time, Buckeye Township between Gladwin and Beaverton became the highest oil yield location east of the Mississippi River and brought new residents and businesses to the area.

As the oil yield declined, the growth of Dow Chemical Company based in Midland, MI. picked up the pace as a major employer of Gladwin County and City residents. At the same time, auto parts suppliers located in Gladwin City became major employers and factors in the growth of the community. A downturn in the auto industry late in the 2010 decade decreased the employer and tax base as these firms closed or moved their operations out of the country. However, other non-automotive industries occupied the vacated buildings with a diverse group of occupants, including thermoforming manufacturers.

The lessons of the historical summary for the City of Gladwin are very significant. The following historic activities are of particular note:

- The City of Gladwin depended on natural resources for much of its early and subsequent growth; however the resources have changed dramatically over time. Agriculture was important to the early economic base (1865 or so) followed by the lumber industry which resulted in rapid and robust growth for most of the last 25 years of the 19th century. However, this activity was cut short by large fires in the late 1800's and the non-sustainable cutting of timber.
- The depressed area economy revived with the discovery of oil in Buckeye Township south of Gladwin City which lowered unemployment during the early years of the Depression. While this industry declined as well due to the cyclical nature of the activity, oil drilling remains productive and recently, exploration for natural gas has occurred. Farming also continues as an important part of Gladwin's economy.
- Midland-based Dow Chemical Company grew rapidly and many people from the Gladwin area became employees due in large part, to the availability of better roads, personal auto ownership and focused public transportation.
- The era of natural resources was disappearing. Dow Chemical was joined by local automotive suppliers and local plastics companies as major employers of Gladwin County residents beginning in the 1950's through the 1990's.
- Dow Chemical has re-located some of their manufacturing facilities to other states and countries while the auto parts manufacturers grew in number and importance as a county employer.
- Starting in the late 1920's, a series of power dams were built in Gladwin County which created substantial lake impoundments. Gladwin began to benefit from the increased tourism and vacation traffic on the many lakes and rivers in Gladwin County. These benefits increased as large numbers of subdivided waterfront lots were created and sold in the 1960's and 1970's. As the largest and nearest city for most lakes the City of Gladwin began to enjoy

more retail and business service activities. A major portion of Gladwin's tourism activities revolve around vacation homes compared to transient trade.

- In the last five years, the auto industry, including the suppliers in Gladwin County, joined the nation's economy in a major decline causing a spike in Gladwin's unemployment rate. Tourism and vacation uses remained but were also adversely impacted by the economic downturn. Focused efforts helped attract some new manufacturing industries. The increase in renewable energy and high-tech industries in the Tri-City area has provided increased opportunities for county workers displaced by the economic downturn.

Vacant storefronts and manufacturing facilities purchased by local entrepreneurs and the City have been made available for new businesses and industry.

CHAPTER 3 NATURAL ENVIRONMENT

Natural Environmental Impact

The natural environment of the City of Gladwin has been changed by much of the development that has taken place in the City over more than a century it has existed. However, natural features still impact future development and are reviewed here.

Topographic Relief. Overall topography within the County of Gladwin varies two hundred feet, from 700 to 900 feet elevation above the Atlantic Ocean surface. There are substantial level areas but there are locations adjacent to rivers, particularly the Tittabawassee, that have significant banks. Rolling areas which are often wooded provide added contour on hills scattered throughout the county. The State Forests have major woods and attractive foliage as well as diverse animals, particularly east of the Tittabawassee River.

The City of Gladwin is fairly level with the principal contours along the Cedar River banks and floodplains. Woodlands are most common on the west side of the City.

Natural Watercourses and Lakes. Gladwin County has a large number of significant watercourses and ten major lakes as well as numerous small lakes and ponds. These are primarily developed for vacation and tourist homes and are most numerous west of the Tittabawassee River. The Tittabawassee River also has three major impoundments which created lakes.

The City of Gladwin has one watercourse, the Cedar River, that drains part of western Gladwin County and then flows through western parts of the City and downstream towards Beaverton City. Eventually, the Cedar River joins the Tobacco River which flows into the Tittabawassee River which joins the Saginaw River and then to Lake Huron.

Forested and Wooded Areas. The State Forests are a major state investment in Gladwin County to protect trees, vegetation and wildlife, particularly near the Tittabawassee River. It is one of the larger areas of state protection in the Lower Peninsula of the State. There are also significant wetlands in the Tittabawassee State Forest.

Underground Storage Tanks. The Michigan Department of Environmental Quality enforces underground storage tank laws. Tanks for businesses and gasoline stations are the primary area of enforcement. There are several businesses that have fleets of vehicles and numerous gas stations within the City have underground storage tanks. According to the Department, the following underground storage tanks shown on Exhibit A are not in compliance and will require enforcement activities in the future. It is not believed the City of Gladwin has any unusual concentration of these tanks.

Land Quality Issues. Typically mines, natural resource utilization and landfills present possible land quality issues. Gladwin City does not contain large tracts of land subject to the previous activities and no heavy industrial activity occurs within its borders, so toxic contamination is not a problem.

A primary consideration for land use in the City of Gladwin is the soil types and their appropriate uses. The soil map shown below (Fig.1) provides a good overview of land conditions in the city. Several areas indicate sensitive soils so care must be taken when considering land use.

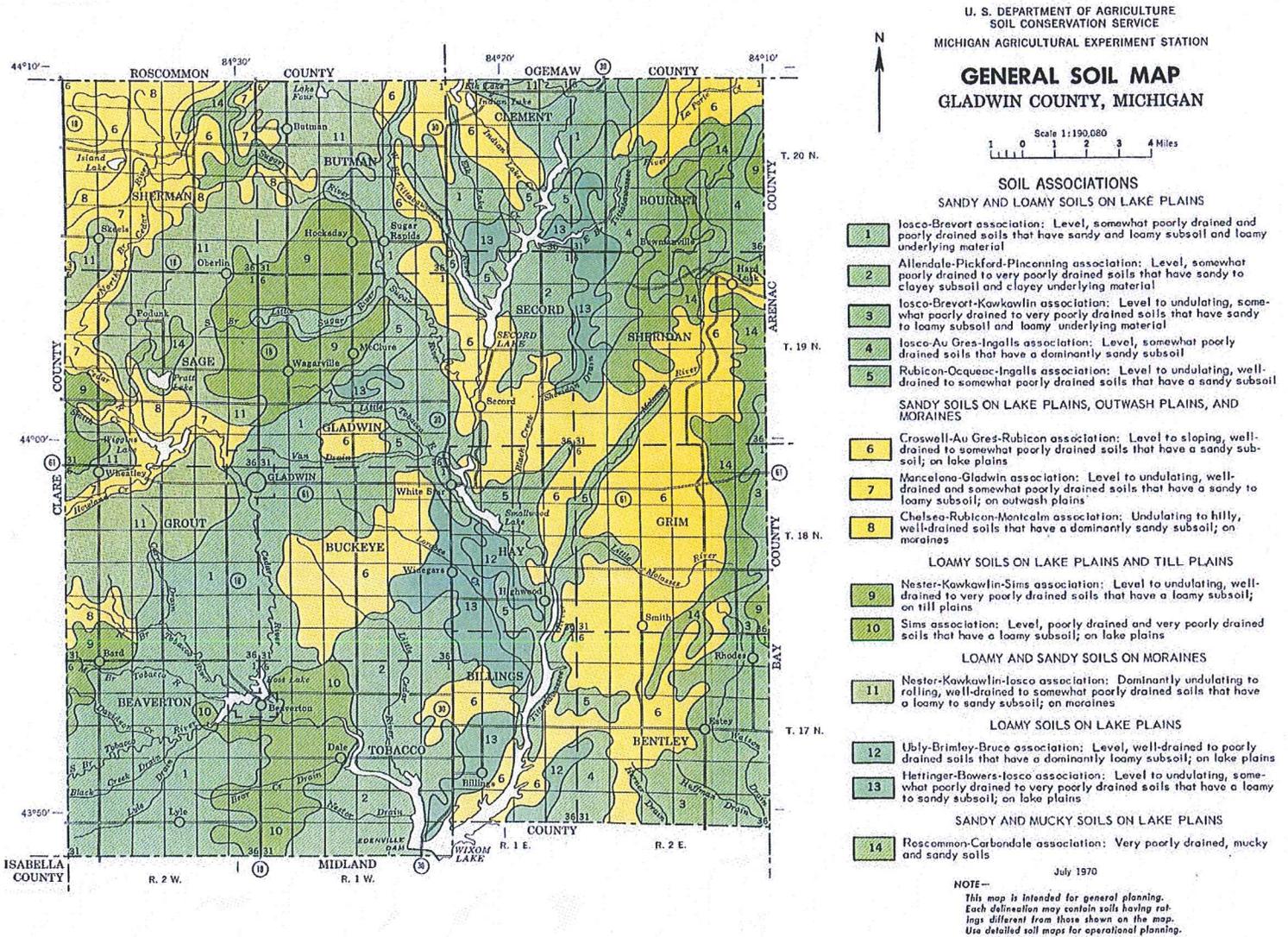


Figure 1.

Flora and Fauna. Flora (vegetation) and fauna (animals) are not widespread in the developed character of the City of Gladwin. The largest areas containing vegetation are the floodplain and watercourse of the Cedar River on the west side of the City. In addition, a few small forested areas and fields are scattered throughout the City. The

following areas of particular concern are the Endangered, Threatened or Special Concerns life forms under Federal and State designations for the County of Gladwin as the same would be expected in Gladwin City.

Gladwin County has three (3) flora that meet the standards of Endangered, Threatened or Special Concern and they are identified in the following table. There is a good chance these plants also exist in the City:

Gladwin County Plants Declining in Number

Scientific Name	Common Name	Federal Status	State Status
<i>Alasmidonta marginata</i>	Elktoe		Special Concern
<i>Penstemon oallidius</i>	Pale Beard Tongue		Special Concern
<i>Venusaconcha ellipsiformis</i>	Ellipse		Special Concern

These are primarily water-oriented plants and they would be in or near the Cedar River in the City of Gladwin. The State has given them particular status as plants of Special Concern.

Gladwin County has eleven (11) animals that meet the standards of Threatened, Endangered and Special Concern and they are identified below. Because the City of Gladwin has a relatively uniform environment as Gladwin County, except it is more urbanized, there is a good chance that these animals also exist in the City:

Gladwin County Animals Declining in Number

Scientific Name	Common Name	Federal Status	State Status
<i>Alismidonta viridis</i>	Slippershell	Threatened	
<i>Ammodramus Hensliwii</i>	Henslow's Sparrow	Endangered	
<i>Buteo Lineatus</i>	Red-shouldered Hawk	Threatened	
<i>Clemmy's guttata</i>	Spotted Turtle	Threatened	
<i>Emys bladingii</i>	Blandings Turtle		Special Concern
<i>Gavia immer</i>	Common Loon	Threatened	
<i>Glyptemys insculpta</i>	Wood Turtle		Special Concern
Great Blue Heron Rookery	Gr.Bl.Heron Rookery	Threatened	
<i>Haliaeetus leucocephalus</i>	Bald Eagle		Special Concern
<i>Notropis anogenus</i>	Pugnose Shiner	Endangered	
<i>Stylurus laurae</i>	Laura's Snaketail		Special Concern

These animals consist mainly of birds who are itinerant in Gladwin and turtles that are always close to or in water as is Laura's Snaketail, which is a flying insect. The Cedar River and associated floodplains or the wooded area at the camping park at the south end of the city are also the most likely sites for these animals.

For threatened, endangered and special concerns life species, the maintenance of rivers and water resources, floodplains, wetlands and forested areas is important to this plan and

are important when considering land use. Water quality of the Cedar River should continue to be protected but this has not been a problem.

CHAPTER 4

Building Environment

Gladwin's building environment is one of relatively slow but continuing growth. Major city facilities include the County Seat, County Fairgrounds, Community Arena, the Gladwin Zettel Memorial Airport, schools and a full-scale hospital. The physical fabric of Gladwin City is interesting with a generally well preserved mix of housing and commerce that dates back as much as 100 years.

Land Use by Classification

Land Use Classification	Area in Acres	Percent of City
RESIDENTIAL -		
1-2 Family Dwellings	499.43	27.0%
Manufactured Home Park	21.55	1.2%
High Rise Apartments	27.37	1.5%
BUSINESSES -		
Commercial, Services & Institutional	243.85	13.2%
Industrial & Technology	119.17	6.4%
Transportation, Communication & Utilities (inc. Airport)	83.13	4.5%
UNDEVELOPED & RURAL -		
Forested	197.6	10.7%
Wetlands	59.54	3.2%
Open and Rangeland	545.82	29.5%
PRODUCTIVE LAND -		
Cropland, Rotation & Permanent Pasture	49.62	2.7%
Lakes	1.66	0.1%
Total Land Area in Acres	1848.74	100%

Wellhead Protection

The City of Gladwin relies exclusively on groundwater for its drinking water source. In response to the concern over safety of public water supplies, the City has instituted a Wellhead Protection Program (WHPP). WHPPs develop long-term strategies aimed at protecting community drinking water supplies. The purpose of developing a WHPP is to identify the Wellhead Protection Area (WHPA) and develop long-term strategies aimed at safeguarding the area from contamination. A WHPA is defined as the surface and subsurface areas surrounding a water well or well field, which supplies a public water system, and through which contaminants are reasonably likely to move toward and reach the water well or well field. The State of Michigan requires communities to identify seven elements to be included in the WHPP. These elements along with a brief description follow.

- **Roles and Responsibilities**– Identify individuals responsible for the development, implementation, and long-term maintenance of the local WHPP.
- **WHPA Delineation**– Determine that area which contributes groundwater to the public water supply wells.
- **Contaminant Source Inventory**– Identify known and potential sites of contamination within the WHPA and include in a contaminant source inventory list and map.
- **Management Strategies**– Provide mechanisms which will reduce the risk of existing and potential sources of contamination from reaching the public water supply wells or well field.
- **Contingency Planning**– Develop an effective contingency plan in case of a water supply emergency.
- **Siting of New Wells**– Provide information on existing groundwater availability, the ability of the PWSS to meet present and future demands and the vulnerability of the existing wells to contamination.
- **Public Education and Outreach**– Generate community awareness in the WHPP by focusing on public education and the dissemination of WHPP information.

It is the intent of this Master Plan to encourage protection of the City's public water supply wells through the establishment of a Wellhead Protection Zoning Ordinance. Within the ordinance, zoning regulations will limit land uses and practices that may degrade groundwater quality within and outside the WHPA. See map following page (Fig.1).

The most significant sources of water supply contamination are landfills, surface impoundment areas, subsurface percolation from septic tanks and cesspools, open dumps, uncapped or improperly capped abandoned wells, injection wells and underground storage tanks. These uses represent both *point* and *non-point* contamination sources. Point source is the term used to describe contaminants, which originate in the immediate area of the well or tap. All of the above, if located in close proximity to the water supply source, are examples of potential point source polluters. Contaminants from these uses may seep directly down through the soil to the water source.

Non-point source contamination is much more difficult to control because the cause of the problem may actually be located a considerable distance from the well. This type of contamination is caused by pollutants that filter into an underground aquifer and then migrate slowly through the groundwater aquifer to off-site wells and water sources. Prevention of this type of contamination must involve a collective effort on the part of property owners and local officials from a large geographic area. It is the recommendation of this Plan that all existing and future wells be protected from both point and non-point source contamination to the greatest degree possible. It is also the intent of this Plan to recognize the importance of groundwater protection within the City of Gladwin.

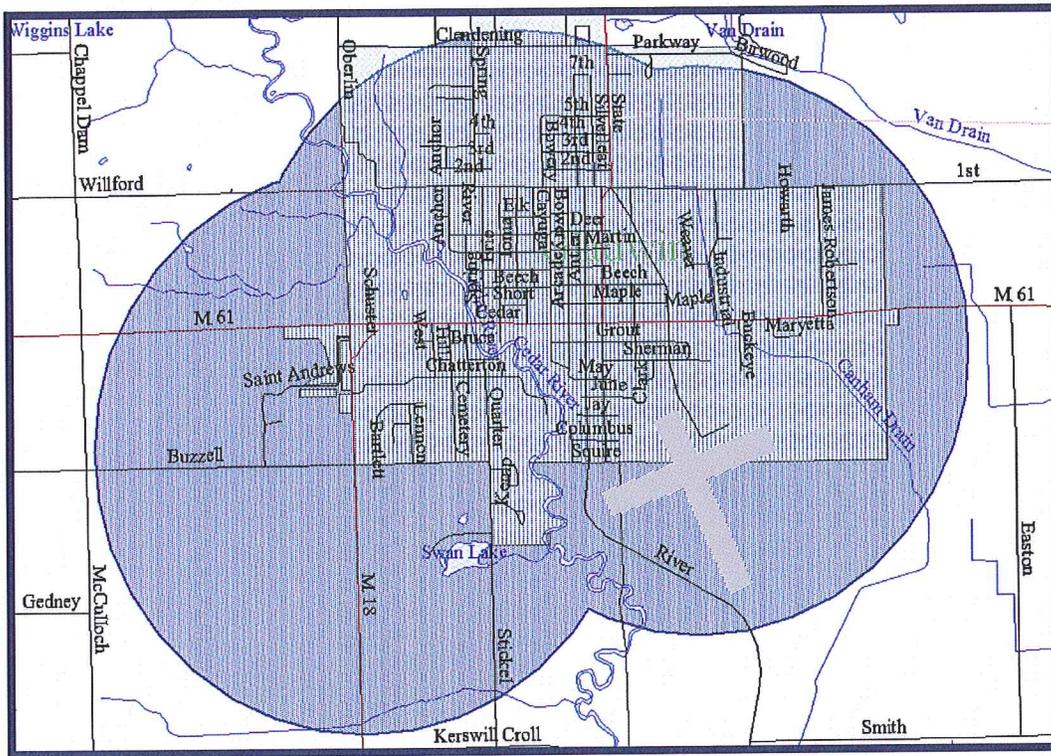


Figure 1

MAJOR LAND USES & STRUCTURES OF THE BUILT ENVIRONMENT THAT AFFECT FUTURE PLANNING

Residential Land Uses:

Single-family, two family and other dwellings are classified simply as residential on the Land Use map (See *Figure 1* on page 16) because it is not possible to readily discern the difference between housing types when using satellite photography that only show rooflines. The map does show that residences cover most of the City of Gladwin with the exception of commercial areas and institutional areas such as schools. Within those residential areas are two high-rise apartments for senior citizens and six other apartment complexes of two and three stories. Appropriately, the high-rises are adjacent to downtown. According to the U.S. Census Bureau the total number of residential dwelling units in the year 2000 was 1,329 occupied plus 95 vacant units. Eighteen of the vacant units were seasonal homes. Of the other dwellings, 42 had 3 to 4 connected units, 255 were apartments, and 88 were mobile homes. The residential land uses do not have a location problem although several of the single-family housing units adjacent to the commercial areas may become commercial or serve as parking areas.

Residential units are considered the most important properties to be guarded from inappropriate land uses. In Gladwin City, caution needs to be exercised to prevent significant conflict with adjoining land uses in the land use map.

Commercial, Services and Institutional:

These uses are lumped together but are predominantly commercial areas including retail and services. Other uses include the hospital, nursing home, government offices, schools and churches. Most of these uses are along major roads or in commercial areas and free of undesirable land use infiltrations. A possible exception would be schools and churches that are in areas surrounded by residential properties.

Industrial:

Industrial property uses are all east of State Street and include a developed Industrial Park. This area also includes scattered “grandfathered” commercial and residential uses. The differences between some intense commercial and industrial land uses are not always readily discernible.

Transportation, Communication and Utilities:

The participants in the transportation category are the Gladwin Zettel Memorial Airport and City-County Transit facilities. This group of property uses also includes water and sewage treatment facilities and public utilities. All of these are in southeastern Gladwin City and present no particular issues of either land use or environmental problems.

Open and Other:

This contains a variety of land uses and includes the Fairgrounds, campsites and undeveloped property. The aforementioned uses are in industrial areas, adjacent to Cedar River frontage and in scattered areas throughout the City of Gladwin and do not interfere with other land uses.

Because the City is intensely developed, the other land uses such as agriculture and woodlands are less meaningful than in some rural areas. Specifically, broadleaved forest, coniferous forest, cropland and permanent pasture, wooded wetlands, herbaceous rangeland, water features and lakes, and shrub rangeland tend to be located near the edges of existing land development and are themselves more likely to be subject to future development in the master plan. The general pattern of land uses within the city is appropriate and a good basis for expanding the land uses.

Land Use Map

The land uses shown on *Figure 1* and described on the previous page, reflect uses as of 2010, with the potential of continued change. It is also noted that some land identified as “herbaceous or shrub rangeland” may actually be open land for possible industrial use as is “open and other”. High-rise apartments and manufactured home parks are included as simply “residential” on the map.

The map uses aerial photography as its principal identification of the classifications of land uses. Accordingly, it is not as detailed as an on-site inventory of land uses and may contain some errors, but those should be minimal.

Existing Land Use Map

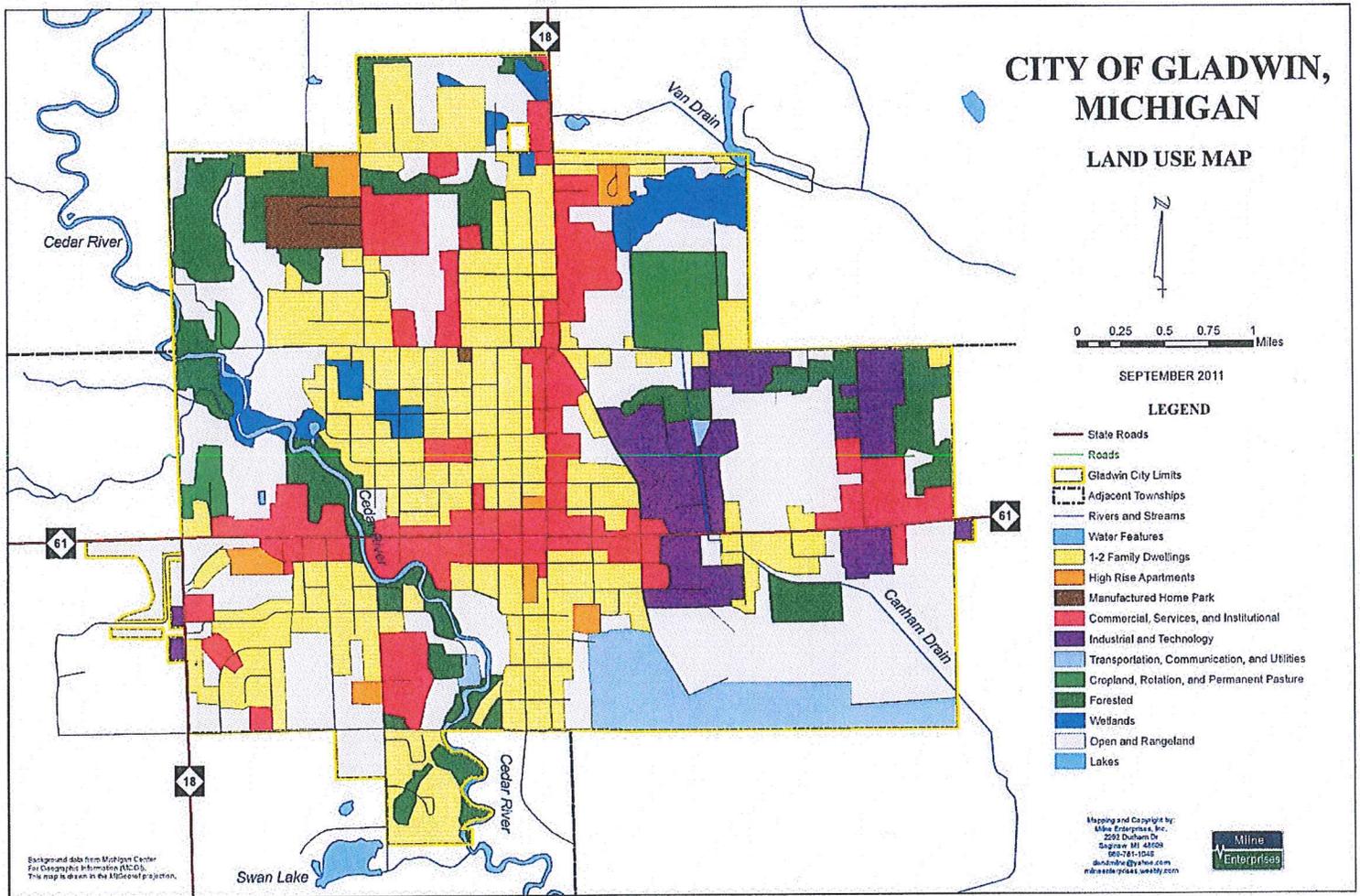


Figure 1: Major land uses and structures of the built environment that affect future planning

Gladwin Community Facilities

One of Gladwin City's strengths is having an excellent array of community facilities. These facilities include various educational, municipal, recreational and medical facilities. A range of community facilities are listed below, but the list is not all-inclusive and multiple listings are avoided.

Education:

- | | |
|--------------------------------------|--------------------------------|
| 1. Gladwin High School | 1400 Spring Street |
| 2. Gladwin Intermediate School | 780 W. First Street |
| 3. Gladwin Elementary School | 600 W. First Street |
| 4. Gladwin Junior High School | 401 N. Bowery Avenue |
| 5. M.S.U. Extension Programs | 555 W. Cedar Avenue |
| 6. Gladwin County Historical Society | 221 W. Cedar Avenue & E. Cedar |

City of Gladwin:

- | | |
|---|-------------------------|
| 1. City Hall | 1000 W. Cedar Avenue |
| 2. City Police | 109 S. City Park Street |
| 3. City Department of Public Works | 201 S. State Street |
| 4. City Community Center | 240 S. City Park Street |
| 5. Gladwin City Housing Commission | 240 S. Antler Street |
| 6. Gladwin Zettel Memorial Airport
(Joint City-County Ownership) | 735 S. State Street |

County of Gladwin:

- | | |
|------------------------------------|---------------------------|
| 1. Courthouse & Annex | 401 W. Cedar Avenue |
| 2. Sheriff's Department | 501 W. Cedar Avenue |
| 3. Gladwin County District Library | 402 James Robertson Drive |

State of Michigan:

- | | |
|------------------------------------|----------------------|
| 1. Department of Natural Resources | N. Silverleaf Street |
|------------------------------------|----------------------|

United States Government:

- | | |
|------------------------------|----------------------|
| 1. United States Post Office | 140 N. Bowery Avenue |
| 2. Soil Conservation Service | 1501 N. State Street |

Recreation:

- | | |
|--|---|
| 1. City North Park | First Street and Cedar Avenue on Cedar River |
| 2. City South Park / Campgrounds | 100 City Park Street and on Cedar River |
| 3. Hiking / Bike Trail on Cedar River | First Street to Southpark |
| 4. Gladwin Heights Golf Course (Private) | 3551 W. M-61 (Grout Twp. adjacent to City Limits) |
| 5. Gladwin Fairgrounds | 401 S. State Street |
| 6. Gladwin Community Arena | 402 James Robertson Drive |
| 7. Gladwin County Sports Complex | S. James Robertson Drive |

Medical Care:

- | | |
|------------------------------------|--------------------|
| 1. Mid-Michigan Medical Center | 515 Quarter Street |
| 2. Mid-Michigan Pines Nursing Home | 449 Quarter Street |

Implications for Land Use Planning

These community facilities are a very strong asset and will encourage growth envisioned by this Master Plan. Growth in the City of Gladwin should include appropriate additions to these community facilities to expand the community's role as a major destination for tourists and provider of opportunities for local residents, including retail shopping. It may be nurtured with such venues as entertainment, ethnic restaurants, museums reflecting the natural history of Gladwin County, outdoor attractions, including water slides and related venues.

CHAPTER 5 TRANSPORTATION, PARKING & INFRASTRUCTURE

City Land Transportation

Land-based transportation in Gladwin and most of Michigan is principally by vehicles on roadways. This includes cars, pickups, trucks, campers and similar transportation both within the city and out-of-town. Sidewalks and trails for walking and non-motorized transportation do constitute a small part of the total transportation network, but even then they mainly function as exercise or leisure pathways.

Major Streets in the City of Gladwin

Analysis of in-town transportation shall include a broader area than the city and includes access roads to Gladwin. Principal movement is by light vehicles with parking of vehicles on residential, business, manufacturing, institutional property or on public parking lots in the downtown area. There are no freeways, one-way streets, boulevards and very few multi-lane roads. The major roads in the City of Gladwin are the following:

Major Roads & Location	Traffic Volume	(Daily Count2-Way)
Cedar Avenue / Hwy. M-61: E-W highway thru downtown Gladwin		7,300
Silverleaf & State St. / Hwy. M-18: N-S highway thru downtown (junction w/ M-61) & north on aforementioned streets.		5,700

The roads above are the only Michigan designated highways going to, through and from the City of Gladwin and are maintained by the Gladwin County Road Commission. They have turning lanes and Highway M-61 / Cedar Avenue contains five lanes of traffic within the city limits.

There are several city roads that function as major arteries in the City of Gladwin during some peak hours. They are:

Street & Location	Traffic Volume
First Street / Weber Road: E-W street one mile north of Cedar Avenue	1,750
Antler Street / River Road: South city limits to First Street	900

Note: Traffic volume information provided by the Gladwin County Road Commission, which may have updated information periodically.

The above streets are also major access points to the rural areas of Gladwin County. Several other streets have some major access such as State Street accessing the airport, Quarter Street serving the nursing home and hospital, Grout Street serving the county offices, Maple Street serving part of downtown and Industrial Drive serving the industrial park.

The city does not have any other interstate or multi-lane highways, or U.S. or Michigan designated freeways. The most heavily traveled section in the county is from the City of Gladwin on Highway M-61, going six miles east to Highway M-30. The US-10 freeway is 20 miles south of Gladwin, US-127 is 16 miles west and the I-75 freeway is 23 miles east of the city.

From a planning perspective there is no dramatic change required for the street and road transportation within the City of Gladwin. From time to time, measures to affect traffic calming are discussed in an effort to better regulate vehicular traffic downtown. As time goes on there may be some intersection or turning lanes required as streets get busier. Maintenance will naturally be required on some busier or older streets. There is not a likely demand for any new major arteries in the future. Widening some parts of Highway M-18 north of the city limits and M-61 east of the city limits are likely to be desirable during this Master Plan's tenure. There are approximately 27.4 miles of streets within the City of Gladwin, maintained by the municipality. (This does not include Highways M-61 or M-18).

Parking in the City of Gladwin

Parking in Gladwin City is not an issue for most properties as new projects in the Service Commercial (C-2) and Industrial areas must provide on-site parking as mandated by the zoning ordinance. These projects include Family Fare Market, Shopko, and Riverwalk Place. Multi-family residential developments such as Foster, Chatterton, Village North, Village East and Cedar Village Apartments have done likewise. The Central Business District (C-1) zoning district is the only area where businesses are not mandated to provide parking; rather it is the public responsibility in large part. This is a fairly common practice in central business districts for virtually all communities that developed in the early nineteenth century which did not originally depend on automobiles for transportation.

Like most communities, Gladwin provides public parking in primarily one of two manners; curbside or off-street parking lots:

Curbside parking on streets is the original public parking system and that was originally adequate for a rural community. It became inadequate as businesses increased in number and size and automobile transportation became the norm, with associated employee and overall automobile traffic. In addition, the dominance of roads removed some parking spaces to provide turn lanes, curb cuts and drop off areas. The City of Gladwin now has approximately 190 curbside parking spaces along the streets.

Off-street parking lots became increasingly necessary in the Central Business District to meet the growing demands of consumers and employees in crowded downtown areas. These off-street parking areas often replaced buildings in the area. The City of Gladwin currently has three major parking lots located at 1) the southwest corner of Silverleaf and Grout Streets, 2) the back (south) one-half of blocks bordered by Antler, Arcade and Grout Streets and 3) adjacent to the Historical Village on State Street north of Cedar Avenue. These lots contain 28, 94, and 58 lots respectively for a total of 180 spaces. There are other small public lots scattered throughout the city. The city is in the process of improving additional lots on Maple Street north of Cedar Avenue which will add approximately 20 spaces when completed.

Truck Parking

Trucks are the primary mode of delivery and pickup for businesses in Gladwin as there is no railroad, water transport or commercial airline service. In Gladwin, the commercial downtown has a network of alleys in the rear of commercial buildings for truck access. Industrial and self-standing commercial locations have ample loading / unloading and storage areas if needed. This component is assured for new construction by recent zoning ordinances.

Other Transportation Systems

A joint municipal transit system, Gladwin City-County Transit, is a public system operated under the auspices of the Gladwin City Housing Commission. It is principally designed for response to phone calls rather than route based. This is common for smaller communities without significant scheduled patronage. This system also serves the City of Beaverton and outlying parts of the county.

Intrastate and interstate bus accommodations are available by arrangement with Indian Trails on I-75 or with Greyhound Lines along the US-10 and US-127 freeways. Depending on possible long-range changes one or both of those commercial bus systems may include scheduled stops in Gladwin.

The City of Gladwin has one other significant form of transportation. That is the Gladwin Zettel Memorial Airport. This facility is not an air carrier airport for passengers but it serves corporate clients transporting small manufacturing components and personnel as well as recreational pilots and visitors. The airport has a program of continuing upgrades of its facilities, including hangar construction and facility operations. The closest passenger air carrier is in Freeland, located between Midland and Saginaw at MBS Airport.

Gladwin Zettel Memorial Airport

The airport developed a 10 year improvement plan in July 2009. Among items on the improvement list are as follows:

- Install a new above ground fuel delivery system including tanks for 100 octane fuel and a tank for jet fuel. The old tanks were to be removed and soil tested for contaminants. (completed March 2012)
- Construction of a snow removal equipment building.
- Expand terminal apron to accommodate demand for additional aircraft parking.
- Install new Automated Weather Observing System (AWOS).
- Purchase snow removal equipment (plow truck), a new plow truck has been purchased in 2012 but a second plow truck is on the Capital Improvement list.
- Rehabilitate runway (crack sealing and painting).
- Construct a second 10-unit T-Hanger.

Municipal Infrastructure

The City of Gladwin's municipal infrastructure includes a public water system obtained from wells and a distribution network throughout the city. This system includes 25 miles of water lines, three wells and one elevated storage tank. The City also has a public wastewater system consisting of a sanitary waste collection system and a wastewater treatment system near the Cedar River. There are approximately 21 miles of sewer lines and three pump stations. The City of Gladwin maintains and operates both systems. The availability of public water and sewer, and the conditions offered by the City of Gladwin, effect development alternatives within the City. At this time, the City's public utility systems are generally not available outside the municipal limits.

Private utilities such as electrical, natural gas, telephone and cable for television and internet networks are operated, maintained and expanded by private firms such as Consumers Energy, A.T. & T. amongst others.

Gladwin City Infrastructure

Roads	Approximately 27.4 miles (not counting M-61 or M-18 which MDOT maintains)
Sanitary Sewer	Approximately 21 miles of sewer, three pump stations and a WWTP
Water	Approximately 25 miles of water lines with three wells and one elevated storage tank.

Total Private Off Street Parking 433

Total Parking (not including Courthouse and Health Department) 750

Other Public Parking on Bowery Street

Courthouse: 81 (4 handicap)

Health Department: 48 (2 handicap)

Exhibit A

Record of Substance Leaks in Gladwin Since 1987

Leak ID	LUST Site Name	Discovery Date	Substance Released	Release Status	Closed Date	Evaluation	Land Use Restrictions
c-0764-94	Elliot Gas and Oil Company	7/26/1994	Heating Oil, Unknown	Open			
c-0769-05	Elliot Gas and Oil Company	10/5/2005	Diesel	Open			
C-0105-95	A&H Racing	1/26/1995	Unknown	Open			
C-0486-98	Davison Pontiac-Buick, GMC, Inc.	4/14/1998	Unknown	Open			
C-0738-94	Forward's Gladwin	7/20/1994	Gasoline, Unknown	Open			
C-0901-96	Gladwin Bulk Oil Plant #26005	11/6/1996	Gasoline	Open			
C-0902-95	Gladwin City Garage	8/4/1995	Used Oil	Open			
C-0193-85	Gladwin City Garage	6/26/1987		Open			
C-1263-89	Gladwin County Road Commission	12/15/1989		Open		Tier I Evaluation	NONE
C-0409-98	Gladwin County Road Commission	5/21/1998	Unknown	Closed	5/19/1999	Tier I Evaluation	NONE
C-0075-99	Gladwin Union 76	1/26/1999	Unknown	Open			
C-0226-94	Standish Oil - Koontz Mobil	3/17/1994	Gasoline	Closed	2/9/1996	Tier II Evaluation	NONE
C0769-00	Keml Investments	8/30/2000	Unknown	Open			
C-0198-85	Meyers for Tires, Inc.	5/1/1989		Closed	2/9/1996	Tier I Evaluation	NONE
C0202-07	Myers for Tires, Inc.	9/4/2007	Gasoline	Open		Tier I Evaluation	Deed Restrictions
C-0123-05	Super-Flite Oil	7/1/1996	Gasoline	Open			
C-0017-08	Super-Flite Oil	3/25/2008	Gasoline, Kerosene	Open			

CHAPTER 6

DEMOGRAPHICS

Demographics are examined because it allows comparison of development in the City of Gladwin with the county, state and adjacent townships and nearby cities. These comparisons show the growth of residential, commercial, industrial and institutional properties. This particular review is of residents, housing age and styles and population growth. The others will follow in the next chapter with an examination of Gladwin's economic activity.

Population: The population data provided was obtained from the State of Michigan and U.S. Census Bureau and shown on the following pages. Most communities had a reversal of significant growth after 2003. This reflected some national and state trends but started downhill earlier. For example, the City of Gladwin initially gained 62 residents by 2002 but then lost 95 total residents by 2008. While the city lost the largest number of residents, it had the lowest percentage of losses.

Median Age / Ethnicity: Social characteristics of the Gladwin area are only briefly examined as the area is relatively homogenous and not particularly diverse. The City of Gladwin had about a 5% lower median age level in 2000 because of a higher percentage of children. It also had nearly 20% of the County's Hispanic population.

Education: The level of education of residents is clearly the largest social difference when comparing the City with the rest of area townships and the City of Beaverton. The 16.3% of the population in the City of Gladwin which has a Bachelor's degree or higher is a significantly higher percentage than the entire county and much larger than the nearby townships. Butman Township has the second highest level of education. Gladwin City's higher percentage is not unexpected as many of the employees of the legal, medical, educational, corporate and professional services within the city are also residing there. An advantage of this higher level of educated individuals is their ability to provide a pool of highly qualified people to help lead the community and support greater sophistication and cultural opportunities.

Household Income: Income levels are relatively lower for the City of Gladwin compared with Gladwin County as a whole and area townships. It may seem like a surprisingly negative number but it is attributed to the concentration of senior citizens in the high-rise apartments, assisted living facilities and nursing home. As most have lower incomes due to retirement or Social Security incomes, this reflects in lower overall income levels. Additionally, the high percentage of school age children contributes to this lower ranking, so it is not necessarily a negative factor for the character of the city.

Disabled: The national definition of the U.S. Census Bureau counts some items as disabilities that are not typically thought of as such. Without describing the complexities and wide definitions of disabilities, it is noted that there are no significant surprises in the number of disabled people in the community. The greater percentage of disabled

residents in Gladwin City is a result of the higher senior citizen population and is reflective of the total greater population than most communities.

In summary, the population characteristics discussed here are reflective of the size, governmental, medical and other characteristics of the dominant role of Gladwin City.

Housing: Residence estimates were tabulated by the Michigan Census Housing Estimates during the same time period. They are tabulated only for the State of Michigan and broken down as to Counties. Interestingly, the number of housing units continued to increase to the last year (2008) recorded even though the populations were declining. They are shown on the following tables, page 26. (Exhibits B & C).

Seasonal, recreational or occasional housing is important because of the tourist industry in Gladwin County. The County has 5,561 seasonal and recreational homes, which is over 33% of the total housing stock. The City has few seasonal or recreation units (18 or 1.4%) but it provides retail and service businesses for most of the county's seasonal homes. Data shows that Sage Township, which is immediately northwest of the city has the highest number of nearby seasonal residences with 483 or 31.7% due to Wiggins, Pratt and McGilvery Lakes.

The value of housing varies by the individual communities. The City of Gladwin has moderate housing values. It has some older housing stock and very few riverside residences. Recent apartment constructions and demand result in the city having the highest rental rates in the area. Sage Township's three largest lakes are surrounded by housing and since many of these structures are newly constructed, it has a higher housing value. The City of Gladwin has a good housing profile. Not only is it diverse, but it is also in good condition even for the older units.

The City of Gladwin and in fact all of Gladwin County, provide a favorable profile of population and housing demographics. Perhaps its location between the more urbanized southern Lower Peninsula and more tourist-oriented northern Lower Peninsula allows Gladwin to have the best qualities of both in its statistical and physical profiles.

From a land use design and requirement perspective, the demographics of the City of Gladwin do not show that any significant changes are needed in community structure as relates to land use. The general needs of the city are properly met and Gladwin will only need to accommodate newer design concepts and diversity in population needs and housing requirements in its future growth.

Exhibits B & C

POPULATION ESTIMATES, CHARACTERISTICS AND HOUSING FOR GLADWIN AREA

YEAR 2000 SOCIAL CHARACTERISTICS (MEDIAN)						HOUSING CHARACTERISTICS				
COMMUNITIES:	MEDIAN AGE (YRS)	HISPANIC ANY RACE	BA or BS + PROF	HSE HOLD INCOME	WITH DISABILITY	TOTAL HOUSES	HOUSES OCCUPIED	PER CENT RENTAL	SEASONAL-RECREATION	MEDIAN VALUE
GLADWIN CO.	42.3	249	9.1%	32,019	5,613	16,828	10,561	14.3%	5,561	\$86,800
SHERMAN TWP.	46.0	5	10.4%	30,508	233	950	429	10.0%	474	\$50,800
BUTMAN TWP.	54.9	12	11.7%	36,510	404	1,482	853	6.1%	584	\$132,500
CLEMENT TWP.	53.4	6	4.6%	29,286	246	1,186	471	6.2%	677	\$86,600
BOURETT TWP.	49.9	4	7.9%	26,103	146	516	211	10.0%	289	\$76,300
GLADWIN CITY	37.9	45	16.3%	29,598	577	1,329	1,234	37.8%	18	\$74,900
SAGE TWP	41.5	10	10.80%	33,173	486	1,526	986	8.9%	483	\$87,900
GLADWIN TWP	33.5	1	8.0%	35,441	163	419	345	9.0%	56	\$72,500
SECORD TWP.	56.2	7	6.6%	30,500	291	1,373	651	6.5%	770	\$108,400
GRIM TWP.	36.8	4	10.2%	27,000	26	123	49	12.2%	70	\$45,000
GROUT TWP	38	17	9.2%	34,808	395	744	654	11.6%	64	\$75,500
HAY TWP.	44.4	14	2.3%	24,444	342	1,321	601	8.0%	661	\$74,600
BUCKEYE TWP	35.9	25	3.5%	31,591	282	645	495	13.1%	110	\$69,500
BEAVERTON CITY	21	6	7.0%	20,625	301	546	496	44.8%	10	\$65,000
TOBACCO TWP.	41.3	37	10.8%	40,812	380	1,399	777	9.6%	324	\$108,600
BILLINGS TWP.	44.5	40	6.5%	31,677	757	2,148	1,172	10.8%	900	\$94,400
BENTLEY TWP.	37	6	4.0%	37,125	274	361	327	6.7%	22	\$72,100
BEAVERTON TWP	36.7	10	8.30%	36,823	456	750	658	11.6%	56	\$80,500

Gladwin has the largest number of residents having a Bachelor's and or Professional degree. This is because most attorneys for County Seat activities and physicians at the hospital and nursing home in Gladwin are based in the City.

Because of it's fairly central location in the county, the City of Gladwin has the largest concentrations of seasonal homes nearest to the city.

Billings Township has the largest total number of houses in Gladwin County because its 900 seasonal homes on the dammed up Tittabawassee River is the highest concentration of seasonal homes in a single community. Secord's 770 seasonal homes are next in number.

POPULATION ESTIMATES, CHARACTERISTICS AND HOUSING FOR GLADWIN AREA

Government Jurisdiction	2008	2007	2006	2005	2004	2003	2002	2001	2000	PERCENT CHANGE	NBR. CHANGE
MICHIGAN *	10,003	10,050	10,093	10,093	10,090	10,066	10,037	10,004	9,955	0.40%	48
GLADWIN CO.	25,920	26,107	26,645	26,734	26,957	26,859	26,751	26,449	26,119	-0.80%	-199
SHERMAN	1,030	1,039	1,057	1,059	1,066	1,062	1,057	1,044	1,033	-0.20%	-3
BUTMAN	1,921	1,938	1,969	1,975	1,993	1,988	1,984	1,967	1,952	-1.59%	-31
CLEMENT	966	977	996	1,001	1,013	1,013	1,012	1,005	997	-3.11%	-31
BOURETT	490	494	502	501	503	498	492	483	474	-3.38%	-16
GLADWIN CITY	2,906	2,936	2,988	3,008	3,047	3,055	3,063	3,054	3,001	-3.17%	-95
SAGE TWP	2,570	2,598	2,645	2,658	2,685	2,681	2,676	2,652	2,617	-2.02%	-47
GLADWIN TWP	1,116	1,126	1,142	1,138	1,138	1,122	1,105	1,107	1,044	6.90%	72
SECORD	1,111	1,123	1,144	1,151	1,164	1,163	1,162	1,153	1,143	-2.80%	-32
GRIM	230	229	228	218	206	189	173	154	134	71.64%	96
GROUT TWP	1,875	1,892	1,923	1,926	1,936	1,923	1,909	1,880	1,869	0.32%	6
BUCKEYE TWP	1,360	1,375	1,399	1,401	1,405	1,396	1,384	1,385	1,333	2.02%	27
HAY	1,367	1,283	1,411	1,420	1,437	1,436	1,435	1,423	1,407	-2.84%	-40
BEAVERTON CITY	1,060	1,072	1,094	1,103	1,118	1,121	1,123	1,112	1,106	4.16%	46
BEAVERTON	1,850	1,870	1,902	1,904	1,916	1,902	1,888	1,858	1,824	1.43%	26
TOBACCO	2,510	2,536	2,581	2,591	2,616	2,611	2,604	2,581	2,556	-1.80%	-46
BILLINGS	2,623	2,624	2,706	2,7265	2,759	2,763	2,765	2,746	2,721	-4.52%	-123
BENTLEY	937	945	958	954	952	936	919	894	866	8.20%	71

* Michigan data is reported and rounded off in 1000's to save room.
City of Gladwin is center of these units of gov't.; Sage Twp-NW, Gladwin Twp-NE; Grout Twp-SW; Buckeye Twp-NE of City.

Billings Township lost the most residents from 2000 to 2008 at 123 leaving it the second highest population in the county at 2,623.

City of Gladwin lost 95 residents from 2000 to 2008 (almost half the county total) but is still the largest community in Gladwin County at 2,960.

Gladwin and Grim Townships were the only communities that gained residents north of M-61 in Gladwin County.

Grim gained the most residents from 2000 to 2008 (96) but is still by far the smallest (234 residents) community in Gladwin County.

CHAPTER 7

ECONOMIC DEVELOPMENT PROFILE

Economic development is crucial to the growth of a community, its self-image and its financial strength. The City of Gladwin enjoys a diverse mix of employers. This diversity is important for a variety of reasons such as community stability, social and economic growth and a healthy image.

Gladwin has some of these characteristics that have kept it an attractive, slow growing community with social and economic stability. This is fortunate because Gladwin does not have many of the typical, desirable location characteristics enjoyed by successful economies in other communities. Successful economies often succeed with the following characteristics:

- Transportation such as a port on a river or major lake; railroad access; a freeway, multi-lane state highway or any public carrier such as bus lines or a public carrier airport.
- Extensive natural resources such as forestry, agriculture, commercial fishing, lakes or petroleum.
- Unique historic, archeological features, historic structures, waterfalls or comparable natural sites to attract public tourists.
- Major employers who rely on subcontracting with other local businesses for specialized parts.
- Large institutions such as a university, state or federal activities such as correctional, health care or similar organizations.

Instead, some of the following attributes are a local strength of Gladwin. The City of Gladwin's economy relies on the following:

- The City is the County Seat for Gladwin County. It provides a source of employment for many residents and non-residents who need available county services. The County Fairgrounds located there provides a venue for special events and attractions. City Hall located two blocks west of the County Courthouse has several employees and provides services to the City.
- A general aviation airport is maintained that can accommodate small jets. This feature allows corporations to provide management access and ship parts and personnel in and out of the county for product assembly, as well as recreational users.
- Gladwin Community Arena attracts sporting events and small conventions and hosts special events.
- A small community hospital affiliated with the Mid Michigan Health organization serves Gladwin County.
- A City Park system which includes North Park and South Park and provides miles of walking, biking and ski trails as well as fifty campsites along the banks of the Cedar River. This park is located within the heart of the city adjacent to the downtown.

Gladwin also has some other amenities not always enjoyed by smaller towns such as two large high-rise buildings for the elderly, Riverwalk Place, which is a combination of a restaurant, shops, offices and third floor residential units overlooking the Cedar River on Gladwin's southwest side, and a developed system of pedestrian friendly sidewalks. Grout Township which is adjacent to the west side of the city, offers an 18 hole golf course.

The following chart compares the number of residents in Gladwin and surrounding communities employed in specific areas. It is important to know the comparisons are employment of residents and not employers as data is not available for just the City.

CITY OF GLADWIN ANALYSIS OF INDUSTRY EMPLOYMENT FOR RESIDENTS

The following charts (Exhibits D thru F) are only some of several available factors that show the detail of Gladwin employment. In making comparisons the data for the State of Michigan is used only for informational purposes. In reviewing the data some conclusions are warranted:

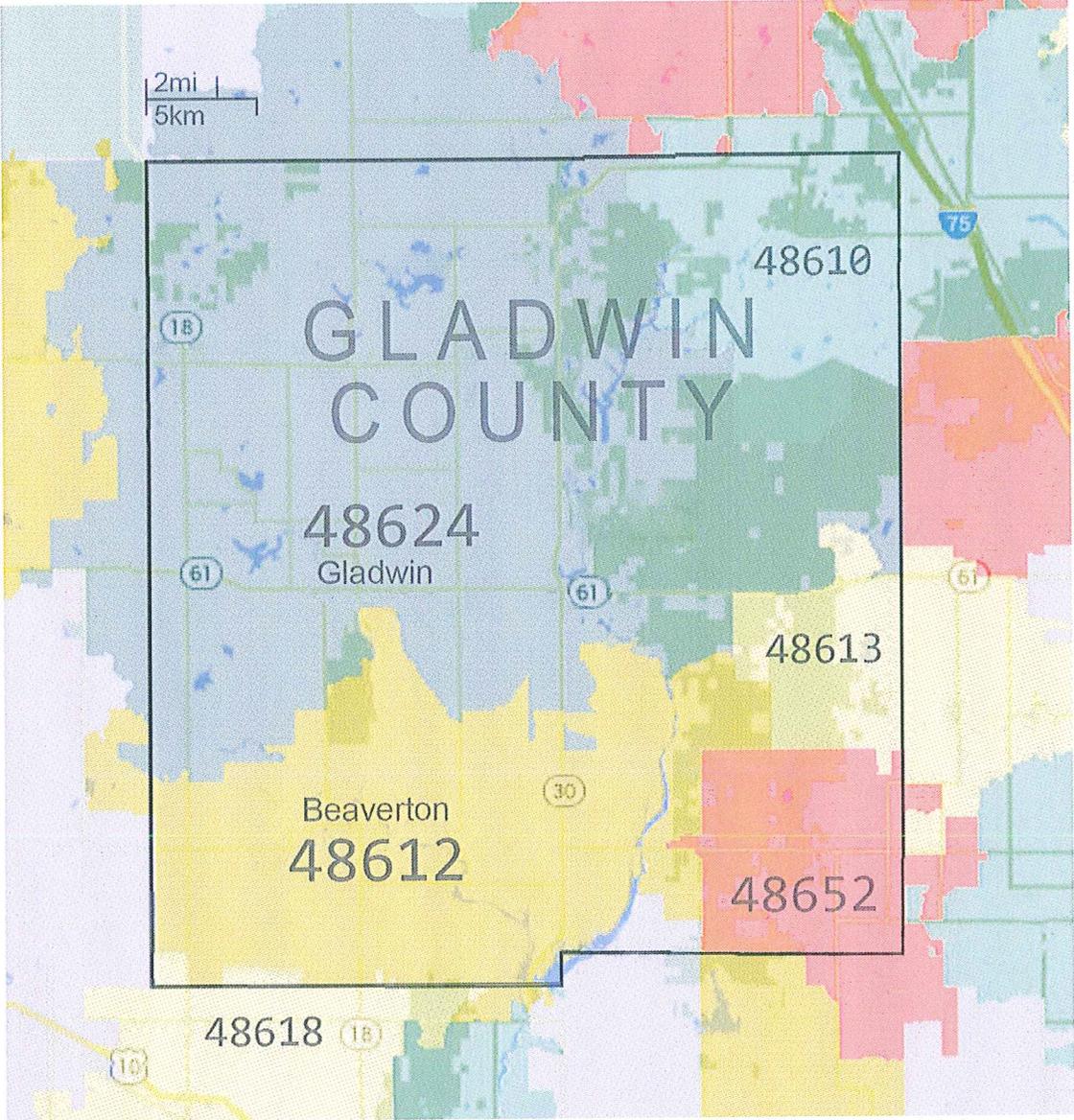
1. Manufacturing is not a key strength for Gladwin City residents. The City of Beaverton has less than half the population of Gladwin but it has more manufacturing employees than Gladwin. Similarly, Beaverton Township has more than twice its workers employed in manufacturing than the Cities of Gladwin and Beaverton combined.
2. Gladwin residents take almost twice the number of jobs in retail businesses with Sage Township in second place. Gladwin City has far more residents who are retail employees than any of its surrounding townships.
3. Information, which includes printing, media and computers has more employers than any other business community at a percentage that even beats Michigan overall.
4. Employment in the arts, entertainment, recreation and overnight accommodation and food are commonly representative of a small tourist-oriented community.

ESTABLISHMENTS EMPLOYING PEOPLE BY ZIP CODES FOR THE CITIES OF GLADWIN AND BEAVERTON AND GLADWIN COUNTY

The location of employer facilities is normally identified by two official sources of the U.S. Census Bureau. One is the 2007 County Business Pattern, in this case Gladwin County. As data is not available for Gladwin City specifically, the second source is by zip code which encompasses several townships in northern Gladwin County and roughly a third of three townships in Clare County. Thus, any precise indication of business size or type within the City of Gladwin is not officially recorded. Generally the most developed parts of these communities are included in the 48624 zip code and the zip code also has population data covering the same area. The following exhibit (D) shows the approximate area – over 230 square miles which includes roughly four square miles within the City of Gladwin.

Map of Primary Zip Codes for Gladwin (48624) and Beaverton (48612)

Exhibit D



Colored sections represent zip code boundaries while the dark line is the county border

An examination of the preceding data leads to some tentative conclusions about employment in the City of Gladwin. It is recommended that the City of Gladwin examine the potential for the following economic activities:

1. Increase the amount of manufacturing in the community with a particular emphasis on newer technology such as electronics, alternative energy systems, communications and similar ventures.
2. The existing types of manufacturing in the Gladwin County area may well affect the health of other such establishments in the future. For example, Highway M-18 from M-61 south to US-10 has at least three thermoforming firms outside the city, so identifying other supplier industries which may be ancillary to these existing facilities may prove useful.
3. Identify and track existing successful businesses which may provide insight as to future growth of employment bases.
4. Employment in the areas of education and health services is of a size and magnitude that seems appropriate for Gladwin. However, Gladwin City is shown in demographics to have a high percentage (16.3%) of baccalaureate or higher college degrees who might find employment as adjunct faculty. Central Michigan University, Mid Michigan Community College, Saginaw Valley State University, Davenport College, etc. may become interested as the economy improves and appropriate specialized curriculum is identified for satellite campuses.
5. Some untapped areas may be available for future growth. Gladwin offers several opportunities for day trips or short vacations for out-of-towners. A wide variety of all-season festivals, outdoor sporting and recreational events and cultural activities as well as color tours could be expanded upon to attract more visitors.

Central Business District Recommendations

The Central Business District of a community is the most visible example of the quality of business in an area. If well occupied by businesses and frequented by foot traffic, the community is considered successful. This is true of Gladwin but some strengthening can be done. An important and succinct analysis was recently made for the Central Business District and portions are integrated into this document. The high quality and detail in the **Gladwin Downtown Blueprint 2009**, was prepared by the well known and regarded firm Hyett-Palma, which analyzes downtowns. Upon acceptance of the report the City of Gladwin has assigned several citizen committees to focus on accomplishing some key recommendations and assuring strong community interface. How the study is utilized is the key to success and improvements in the City.

The most relevant pages (37-41) of the document are included in the Appendix. The first items in the study are recommendations for building improvements. The downtown has a sound overall appearance but the recommendations will be most helpful as the buildings age. The pattern of Gladwin's past remains appropriate in some cases. That past retains the basic outward appearance of the structures without imposing guidelines such as the strict Secretary of Interior's Standards for (Historic) Rehabilitation. Limited

resources can make the expense of following all details replacing windows, constructing additions or exterior wall rejuvenation, changing entrance details, and overall building layout difficult and expensive to achieve. The key is to maintain the exterior appearance of the downtown Gladwin facades. Its maintenance of general appearance has kept it an unusually viable downtown. The City of Gladwin Downtown Development Authority has instituted a program of grant matches for façade improvements to assist in this endeavor.

In order to increase access to second floor offices and apartments of the predominantly two-story buildings, there could be shared stairwell and elevator access at the rear of the structures. Such development retains the street profile and character of the existing buildings and eliminates the loss of interior room to halls and entryways while encouraging second floor utilization. In fact, it may be desirable to consider coordinated and convenient parking, rear access, and other features to provide the benefits of contemporary convenience but maintain and expand the historic appearance of existing development. The City has also joined forces with the Michigan State Housing Development Authority (MSHDA) establishing a Neighborhood Enterprise Zone that focuses on upper floor residential rehabilitation

An emphasis on downtown retail businesses and personal service establishments is recommended on first floors while other uses such as offices, apartments and uses not oriented to retail consumers are appropriate for upper floors. It may be desirable to review current retail activity to consider additional seasonal markets or activities that could be offered in the City of Gladwin. These could not only boost the three to four summer months of prime vacation shopping and service utilization but increase traffic the remaining months as well. Overall, the Hyett-Palma study is an excellent guide for the City of Gladwin downtown and provides excellent approaches to improving and expanding the district. Its continued use can help insure success for Gladwin.

CITY OF GLADWIN INDUSTRY OF EMPLOYMENT BY RESIDENTS OF THE AREA

EMPLOYMENT INDUSTRY	GLADWIN COUNTY	GLADWIN CITY	GLADWIN TOWNSHIP	SAGE TOWNSHIP	GROUT TOWNSHIP	BUCKEYE TOWNSHIP	BEAVERTON CITY	MICH STATE (000'S)	COMMENTS
Agriculture, forest Fishing, Hunting	376 3.90%	27 2.20%	50 12.40%	51 4.90%	48 6.30%	22 4.05	9 2.20%	49,496 1.10%	Employment declined since 2000.
Construction	969 10%	106 8.70%	50 12.40%	99 9.50%	89 11.60%	51 9.20%	40 9.60%	278,079 6.00%	This employment also declined since 2000.
Manufacturing	2,135 21.90%	161 13.30%	63 15.60%	145 13.90%	186 24.30%	153 22.65%	110 26.40%	1,045,651 22.50%	Declined significantly since 2000.
Wholesale Trade	164 1.7	7 0.60%	12 3.00%	8 0.80%	16 2.10%	8 1.40%	2 0.50%	151,656 3.30%	Also declined since 2000
Retail Trade	1,236 12.70%	223 18.40%	51 12.70%	148 14.20%	71 9.30%	89 16.10%	39 9.40%	550,916 11.9% 3.3%	Starting to recover after steep decline.
Transportation, Warehouse, Utility	408 4.2	18 1.50%	19 4.70%	54 5.20%	41 5.40%	19 3.40%	17 4.10%	191,791 11.90%	Some decline now easing.
Information	127 1.30%	34 2.80%	2 0.50%	12 1.10%	13 1.70%	6 1.10%	7 1.70%	98,887 2.1	No significant change probable.
Finance, Ins, Real Estate, Rent, Lease	328 3.40%	40 3.30%	8 2.00%	27 2.60%	22 2.90%	22 4.00%	11 2.60%	246,633 5.30%	Major decline only slowly recovering.
Profess. I, scientific, mngmnt, admin, waste	445 4.6	65 5.40%	18 4.50%	61 5.80%	13 1.70%	18 3.20%	15 3.60%	371,119 8.80%	Minor decline likely.
Education, health, & social services	1,956 20.10%	342 28.20%	72 17.90%	63 8.00%	153 29.00%	84 15.20%	94 22.60%	921,395 19.90%	Major decline in education & social Ser.
Arts, Entertainment recre, accomm, food	683 7.00%	72 5.90%	31 7.70%	83 8.00%	39 5.10%	37 6.70%	40 9.60%	351,229 7.80%	Significant decline for some issues.
Other Services (Except public ad)	525 5.40%	65 5.40%	17 4.25	37 3.50%	46 6.00%	25 4.50%	12 2.90%	312,868 4.60%	Probable decline.
Public Administration	396 4.00%	53 4.40%	10 2.50%	57 5.50%	29 3.50%	20 3.60%	20 4.80%	167,731 3.60%	Some decline.
TOTAL EMPLOYEES	9,738 100%	1,231 100%	434 100%	707 100%	766 100%	554 100%	416 100%	792,6460 100%	Slow recovery from recession.

Data from 2000 Census and has changed in various ways in the interceding ten years. Comments indicate probable changes. Changes, though significant, probably would not be enough to change the analysis of this economic data. Some employment is beginning to recover since 2010.

Note: This is data about what residents do for work and is not the location of the work. In fact many of them work elsewhere such as in the City of Gladwin, Midland, surrounding communities or anywhere else.

Number of Industry Establishments in Selected Areas

TYPE OF INDUSTRY LOCATED IN THE FOLLOWING AREAS						
INDUSTRY TYPE	GLADWIN ZIP CODE 624		GLADWIN COUNTY		BEAVERTON ZIP CODE 612	
	ESTABLISHMENTS		ESTABLISHMENTS		ESTABLISHMENTS	
	TOTAL NO.	50+ WORKERS	TOTAL NO.	50+ WORKERS	TOTAL NO.	50+ WORKERS
Agriculture, Forest, Fishing, Hunting	5	0	5		1	
Utilities	1	0	1			
Construction	39	0	79		36	
Manufacturing	21	1	38	5	17	4
Wholesale Trade	7	0	10		4	
Retail Trade	62	1	88	1	22	
Transportation, Warehouse, Utility	5	0	12		6	
Information	6	0	9		3	
Finance, Ins, Real Estate, Rent, Lease	28	1	19	1	10	
Profess. I, Scientific, Management, Admin, Waste	18	1	38		9	
Education, Health, And Social Services	36	6	39	4		
Arts, Entertainment, Recreation, Accom, Food	45	8	58		13	
Other Services (Except Public Ad)	35	2	48	1	13	1
Unclassified	1		1			
TOTAL Establishments	309	20	445	12	134	5

Exhibit F

PART II

MASTER PLAN DEVELOPMENT

Part II integrates the previously defined current conditions with long range expectations and citizen participation into a realistic and appropriate Master Plan for the City of Gladwin. This is accomplished by the Planning Commission reviewing the most effective processes for plan development. Plan preparation is presented in Part II in five successive chapters.

CHAPTER 8

MICHIGAN LAND USE COUNCIL RECOMMENDATIONS

Michigan's Land Use Council was created in 2003, co-chaired by former Governor William G. Milliken and former Attorney General Frank Kelly. The committee consisted of 26 voting members that made ten key recommendations for managing Michigan's future land use. These are shown in the chart on the following page along with an assessment of Gladwin's current status in using such recommendations and a summary of future expectations. These key recommendations should be considered in several perspectives as the chart does not show the detailed activities the Council considered and adopted.

The creation of the consolidated Michigan Zoning Enabling Act 110 of 2006 eliminated separate City and Village, Township and County zoning enabling laws and the separate planning enabling acts for those jurisdictions were consolidated in the Michigan Planning Enabling Act 33 of 2008 to unify planning activities. The laws were also streamlined in their construction.

A second consideration is that the Land Use Council particularly focused on some issues for which the state should take responsibility. These included such issues as roads and transportation, agricultural land preservation and cross-jurisdictional environmental issues. Accordingly, some of the Key Recommendations have limited relevance for some local governments.

Another consideration is that some of the recommended changes do not necessarily denote only governmental authorities, but will include activities or structures that provide distinctive sense of place and can use significant local private resources to achieve the goal. Similarly, economic development issues are ultimately based on private enterprise decisions with limited assistance by governments. On the following page is a chart of the Michigan Land Use Council's Key Recommendations using Smart Growth Principles.

City of Gladwin
Michigan Land Use Council Key Recommendations

Michigan Land Use Leadership Council Key Recommendations

City of Gladwin Status and Plans

Possible Future Plans

1	Create Walkable Neighborhood with emphasis on being "green" with trails in woods and along watercourses	Riverwalk Trail north of Cedar St. (M-61) Trail completion planned, other possible.	Continuing trail on Cedar River, consider other options.
2	Preserve Open Space, Natural Beauty and Critical Environmental Areas	Such spaces and areas are predominately along Cedar River and will be preserved.	May be done along Cedar River, woodlands. Existing agriculture likely to be built-on.
3	Mix Land Uses	Pattern of land uses mostly set and needs a possible mix be done carefully.	Large integrated projects difficult to financially organize in smaller communities.
4	Create a range of housing opportunities and Choices	Gladwin has 1 & 2 family homes, condos, high rises, apartments, manufacture housing.	Future housing styles and electronics will change. City builders must respond to changes in design.
5	Strengthen and Direct Development to Existing Communities like the City of Gladwin	Most growth going to rural or urban areas rather than existing cities like Gladwin.	Gladwin's role as commerce center should be increased in City future. Infrastructure is key.
6	Take Advantage of Compact Development Design	MI and Federal infrastructure should be prioritized to help Gladwin allow more compact developments.	MI and Federal infrastructure should be prioritized in the future to existing cities and reduce sizes of lots and buildings and encourage clusters.
7	Encourage Community and Stakeholders (leaders and businesses) to cooperate for new activities	Gladwin does well by working with stakeholders for community activities.	Possibly expand and invest in such cooperation and also seek new, non-local, investments in energy production and new technology.
8	Make Development Decisions Predictable, Fair and Cost-Effective	City needs State and Federal program help to assure programs are faster and fairer.	City can continue to work toward more rapid and predictable decision-making.
9	Foster Distinctive, Attractive Communities with a strong sense of place	Gladwin should maintain its reputation for community cleanliness and effective transportation.	City needs landmark for image such as tower, statue, fountain or other; central focus for the community. Perhaps higher education.
10	Provide a Variety of Transportation Choices	Gladwin provides local Dial-a-Ride transit service with County and maintains roads. Intercity travel will be more of a State issue.	Gladwin can strive to create more local trails and sidewalks for pedestrian use, and to provide non-motorized travel alternatives.

The city of Gladwin needs to continue keeping the community responsive to new opportunities as change now occurs more rapidly. Examples are new energy systems and devices, rapid technological advancement – especially in electronics. These give the community and responsive image and encourage outside investment to support state and national needs.

This Michigan Land Use Council Chart is primarily based on the national "Smart Growth" Planning Program as review by the Michigan Land Use Council and revised to meet Michigan Needs. Consequently the "Smart Growth" concept is not also reviewed separately

CHAPTER 9

SUSTAINABLE DEVELOPMENTS

Sustainable developments are principally developments which involve agricultural and other open land or natural resources. The minimal goal is to ensure that the property being developed is compatible with the land maintaining the same environmental characteristic in appearance and / or functionality as it had previously. Furthermore, successful sustainable developments should seek to provide even greater functionality and a better appearance than before. This results in future generations enjoying at least as strong an environment and the elimination of environmental degradation over time.

Sustainable developments range from the possible to difficult or even impossible. For example, this may be difficult for industrial developments given the construction of the principal, accessory buildings and paved parking will seriously impact the literal standards of sustainable development. However, this does not mean that vegetation preservation / addition cannot be maximized to at least reduce the impact.

The City of Gladwin can best seek conformity with the Michigan Land Use Council Key Recommendations or the goals of Sustainable Development utilizing the City's zoning ordinance. There are essentially two methods using the ordinance as a means to agree with the spirit of both of these documents which are discussed below.

The most universal method to assure reasonable compliance in these issues is to use the Site Plan Review Requirements in the Zoning Ordinance (Article V). It can be incorporated in the requirements for that Article and also used as a determinant for compliance by the Zoning Administrator and the Planning Commission.

Another method to assure reasonable conformance is implementing the Special Land Use Permit requirements as set forth in Article VIII of the Zoning Ordinance for specific land uses. This alternative assures that special conditions are met in order to approve a specific land use. The major drawback is that this only applies to the Special Land Use Permit and not to other land uses permitted by right.

It should be emphasized that the intent is not to simply add requirements, but rather have an open process which will mutually benefit the City of Gladwin and the applicant to achieve appropriate standards for proposed land uses.

CHAPTER 10

FUTURE LAND USE

The Future Land Use Plan is designed to serve as a guide for future land development. As it serves the needs of the City of Gladwin, it incorporates several important characteristics.

The plan embraces an extended but foreseeable time period. It depicts land uses and community development strategies through the Year 2020. The plan, to function as an important decision-making tool, gives adequate consideration to the sensitive relationships which exist between all major land use categories. The plan provides for development opportunities for residential, commercial, industrial, and public lands. The plan acknowledges regional conditions and trends. The City of Gladwin is an integral part of the County and Northern Michigan and therefore, the plan acknowledges the needs of the surrounding area. It has examined regional trends in population, transportation improvements, and nonresidential development.

Ideally, when locating future land development on a Master Plan, the amount of such proposed land use closely correlates with anticipated population growth. It must also be understood that the ideals of land use planning do not necessarily correlate with the realities of zoning. To effectively service the needs and desires of City residents requires the promotion of a well planned and diversified economy if the City finds itself lacking in this type of land use.

The Master Plan will require periodic revisions to reflect significant changes in local, state, or national conditions or personal preferences which cannot be foreseen at this time. For example, over the past decade, there has been a growing acceptance for mixed-use development as opposed to the segregation of land uses. It is impossible to predict the variety of changes which may occur by 2020. Therefore, a plan review should occur periodically as prescribed by statute providing an adequate analysis of new conditions and trends.

Plan Recommendations

Seven (7) land use categories are proposed for the City. The various land uses have been portrayed on the Future Land Use Plan map (See map following discussion). A discussion of each land use category is presented below.

Single-Family Residential

This land use is intended for residential development maximizing the potential of existing developed and newly developed residential areas, and correlates with the uses contained within the R-1A and R-1B zoning districts with the following objectives:

1. To protect the character of the residential properties by excluding activities and land uses which are not compatible such as, but not limited to, principal commercial and industrial uses;

2. To provide openness of the living space and to avoid overcrowding by requiring certain minimum yards and open spaces, and by restricting maximum coverage and the bulk of structures;
3. To provide for access of light and air to windows, and for privacy, as far as reasonable, by controls over the spacing and height of buildings and other structures;
4. To protect residential areas from unnecessary traffic and to restrict volume of traffic to the greatest degree possible; and
5. To encourage development within residential areas that is attractive, consistent with family needs, and conducive to constantly improved environmental quality.
6. To encourage development sensitive to the environment of the area and provide open space within residential neighborhoods.

The 1040 acres reserved for single-family development not only reflect the existing residential development pattern but is also meant to allow for the expansion of the City's housing stock. It is expected that new development will maintain the aesthetic appeal of Northern Michigan. It is recognized that it may be necessary to permit the conversion of larger, older, single-family homes to permit occupancy by two families to provide specialized housing resources (i.e., accessory apartments for senior citizens). Such re-use should be permitted only after special use review per the city zoning ordinance. This use is also designed to accept uses including schools, churches, and neighborhood-oriented playfields and parks.

Multiple-Family Residential

Approximately 40 acres of land area have been allocated for multiple-family development. This land use correlates with uses allowed within the RM zoning district. Permitted uses within this district include elderly housing and convalescent or nursing homes, bed and breakfast operations, assisted living facilities, hospitals and medical centers.

It is the intention that multiple-family developments will serve as a transitional land use which buffer residential units from industrial properties. Multiple-family developments must be served adequately by essential public facilities and services such as water and sewers, drainage and refuse disposal. In addition, they should be sited where ingress and egress is provided in proximity to a major thoroughfare or collector street, due to their higher density.

Mobile Home Park

This land use correlates with uses allowed in the MHD - Manufactured Housing Development District. The community recognizes that mobile home parks provide a reasonable housing alternative for many people. Forty acres have been provided for mobile home park development.

The types of uses considered appropriate in the mobile home park district include manufactured housing developments and accessory uses such as on-site recreation facilities for exclusive use of park residents and on-site service and storage. Park densities and spatial separation between individual units is currently governed by the Mobile Home Park Commission Act and associated published Administrative Rules and Regulations promulgated by the Mobile Home Park Commission.

Transitional Office/Service

A total of forty acres is planned as a transitional area between commercial and residential use. Acceptable land uses in this district correlate with the R-O or Residential Office zoning district. These areas are located along Grout and Maple Streets.

The transitional office/service district is designed to provide for a variety of uses such as professional offices, daycare centers, and bed and breakfasts. This district also includes residential units which maintains the transitional character of this district and enable historically and architecturally significant structures to remain useful.

General Commercial

The General Commercial category is designed to accommodate larger retail and office uses situated along the City's major travel corridors of Highways M-18 and M-61 to encourage uses conducive to greater vehicular traffic volumes. These land uses correlate with uses in the C-2, Service Commercial district.

Permitted uses would include office-type businesses, medical clinics, financial institutions, business service establishments, personal service establishments, restaurants, retail businesses and gasoline and vehicle service stations. Grouping individual office or retail units should be encouraged wherever possible in an effort to limit curb cuts and signs along the major thoroughfares. Special attention should also be paid to site features such as landscaping and screening to shield adjacent residential properties. These properties should be screened by masonry obscuring walls or greenbelts. Lighting should be confined to the business properties, and directed away from adjoining residential districts and public ways. Every effort should be made to bury overhead utility lines helping to alleviate visual clutter and create an appealing shopping district.

Central Business District

The Central Business District is a central focal point of activity within the city, and is intended to encourage a variety of uses which create a synergetic effect for pedestrian activities and sales. Approximately sixty acres are so classified.

These land uses correlate with those contained within the C-1, Central Business District zoning district. Businesses encouraged to locate within the City's Central Business District include diverse retail shopping experiences, offices, restaurants, personal services and entertainment uses. Close coordination with the efforts of the City's Downtown Development Authority Board is encouraged as a means of retaining the vitality of the Downtown District.

Industrial

The Future Land Use Plan allows adequate space within the City for industrial growth including technology and research. This district has been established to provide for those uses which are generally compatible with, and aesthetically located in close proximity to commercial or multi-family uses. Acceptable uses correlate with those allowed in the MT – Manufacturing / Technology zoning district. Light industrial uses are recommended in addition to technology-based or research industries.

Light industrial uses include operations which are confined within enclosed structures. Compliance with reasonable performance standards is required in an effort to reduce adverse affects on neighboring properties. Typical light industrial uses may include the manufacturing of products for component parts, parts assembly, food packaging, warehousing, and tool and die shops.

Research and technology centers are planned near the airport. These sites are adequately sized and would provide excellent visibility and accessibility. These sites are also void of environmental constraints. In addition, the targeted areas are comprised of only a small number of parcels, thus making land assembly easier to achieve. Industrial parks offer the amenities and the assurance of sound development to industry; they also supply the addition of a sound economic structure for the community. The City is fortunate to have two such established facilities within its borders already; the first located near Industrial Drive and First Street and the second, at James Robertson Drive and First Street. The industrial parks are community assets that should be promoted and maintained.

Land Use Category	Acres	Percent of Total
Single-Family Residential	1040	57.1%
Multiple-Family Residential	40	2.2%
Mobile Home Park	40	2.2%
Transitional Office/Service	40	2.2%
General Commercial	320	17.6%
Central Business	60	3.3%
Industrial	280	15.4%
Total	1,820	100%

CHAPTER 11

PLAN IMPLEMENTATION RESOURCES

Introduction

The City of Gladwin's Master Plan is a comprehensive community policy statement. The Plan is intended to function as a benchmark and to provide basic guidelines for making reasonable, realistic community development decisions. The Plan is intended to be employed by City officials, by those making private sector investments, and by all of those Gladwin citizens interested in the future development of the community.

The completion of the Plan is but one part of the community planning process. Realization and implementation of the goals, objectives, and recommendations of the Plan can only be achieved over an extended period of time and only through the cooperative efforts of both the public and private sectors. Implementation will be realized by:

1. assuring community-wide knowledge, understanding, support, and approval of the Plan;
2. regulating the use and manner of development of property through up-to-date reasonable zoning controls, subdivision regulations, and building and housing codes;
3. providing a program of capital improvements and adequate, economical public services by using available governmental financing techniques to encourage desired land development or redevelopment; and
4. participate with the private sector in the process of co-development, whereby local government provides incentives, subsidy, or other inducements to assist the private sector in their development efforts.

Public Support of the Long-Range Plan

The necessity of citizen participation and understanding of the general planning process and the specific goals, objectives, and policies of the Plan are critical to the success of the City planning program. A well organized public relations program is needed to identify and marshal public support. Citizen understanding and support is essential for the implementation of planning proposals. Public support of bond issues, taxation, special assessments, zoning decisions, and development proposals are some of the components which will assure realization of long-range plans.

In order to organize public support most effectively, the City must emphasize the necessity and reasons for instituting the planning program and encourage citizen participation in the process. The validity of the Plan, as well as the right of the Planning Commission to review various development proposals to assure their compatibility with

the City's expressed policies, requires that the Plan be officially endorsed by the Commission and adopted by the City Council.

Land Development Codes

Zoning Ordinance

Zoning regulations are adopted under the local police power granted by the State for the purpose of promoting community health, safety, and general welfare. Such regulations have been strongly supported by the Michigan courts, as well as by the U.S. Supreme Court. Zoning consists of dividing the community into districts, for the purpose of establishing density of population and regulating the use of land and buildings, their height and bulk, and the proportion of a lot that may be occupied by them. Regulations in different kinds of districts may be different; however, regulations within the same district must be consistent throughout the community.

The intent of zoning is to assure the orderly development of the community. Zoning is also employed as a means of protecting property values and other public and private investments. Because of the impact which zoning can have on the use of land and related services, it should be based on a comprehensive long-range community plan.

Zoning is an effective tool not only for the implementation of the Plan, but also benefits individual property owners. It protects homes and investments against the potential harmful intrusion of business and industry into residential neighborhoods; requires the spacing of buildings far enough apart to assure adequate light and air; prevents the overcrowding of land; facilitates the economical provision of essential public facilities; and aids in conservation of essential natural resources.

There are a variety of zoning approaches and techniques which may be employed to help assure that Gladwin remains an attractive community in which to live and conduct business. These techniques acknowledge the critical role of both City officials and staff in enforcing the provisions of the local zoning ordinance. Two key tools available to City officials seeking to assure quality development are special use approval procedures, and performance guarantee provisions.

Some land uses are of such a nature that permission to locate them in a given district should not be granted outright, but should only be approved after assurances that the use will meet certain specified conditions. These types of land uses are called conditional or special uses. The City may use this zoning process to permit uses of land by following special procedures, including a public hearing and additional site plan review to ensure the compatibility of the use within the vicinity in which it is to be located. The site development requirements and standards upon which these decisions are made must be specified in the Ordinance. However, additional reasonable conditions may be attached in conjunction with the approval of a special land use including provisions to conserve natural resources and measures designed to promote the use of land in an environmentally, socially, and economically desirable manner. To ensure compliance with a zoning ordinance and any conditions imposed under the ordinance, a community

may require that a performance guarantee, cash deposit, certified check, irrevocable bank letter of credit, or surety bond, acceptable to the City and covering the estimated cost of improvements on the parcel for which site plan approval is sought, be deposited with the Clerk. This performance guarantee protects the City by assuring the faithful completion of the improvements.

A stable, knowledgeable Planning Commission is critical to the success of the zoning process. The Commission's responsibilities include long-range plan formulation and the drafting of appropriate, reasonable zoning ordinance regulations designed to implement plan goals and objectives. Adoption of the zoning ordinance by the legislative body then provides the legal basis for enforcement of zoning ordinance provisions. The ultimate effectiveness of the various ordinance requirements is dependent upon the overall quality of ordinance administration and enforcement. The Zoning Department is responsible for carrying out zoning/development related functions including ordinance administration and community/developer liaison relationships. Each of these functions requires a substantial investment of staff time. If sufficient time is not made available to carry out these critical functions, they may only be accomplished in a cursory manner. Therefore, the City should provide for adequate department staff levels and/or consulting assistance to assure that these essential day-to-day functions will receive the professional attention required to assure quality development.

Subdivision Regulations

When a developer proposes to subdivide land they are effectively planning a portion of the City. To assure that such a development is in harmony with Development Plan objectives, the subdivision or re-subdivision of land must be guided by the City in accordance with the Michigan Subdivision Control Act, P.A. 288 of 1967 as amended.

Several direct benefits accrue from the regulation of subdivisions by a local unit of government. A subdivision without adequate infrastructure improvements is detrimental not only to itself, but it also reduces the opportunity for reasonable development of adjacent parcels. Long-range economy in government is realized when adequate improvements are provided by the developer.

The subdivision review process is one of the methods of implementing the goals, objectives, and policies of the community's long-range plan. As part of the review, the Planning Commission focuses on such features as the arrangement and width of streets, the grading and surfacing of streets; the width and depth of lots, the adequate provision of open space and the location of easements for utility installations.

Capital Improvements Program

The term "capital improvements" is generally intended to embrace large-scale projects of a fixed nature, the implementation of which results in new or expanded public facilities and services. Such items as public building construction, park development, sewer installation, waterworks improvements, street construction, land acquisition, and the acquisition of certain large-scale pieces of equipment are included in the Capital Improvements Budget.

Few communities are fortunate enough to have available at any given time sufficient revenues to satisfy all demands for new or improved public facilities and services. Most are faced with the necessity of determining the relative priority of specific projects and establishing a program schedule for their initiation and completion. The orderly programming of public improvements is to be accomplished in conjunction with a long-range plan. The Capital Improvements Program is simply a schedule for implementing public capital improvements which acknowledges current and anticipated demands, and which recognizes present and potential financial resources available to the community. The Capital Improvements Program is a major planning tool for assuring that they proceed to completion in an efficient manner and is a means by which an impartial evaluation of needs may be made.

Long-range programming of public improvements is based upon three fundamental considerations. First, the proposed projects must be selected on the basis of community need. Second, the program must be developed within the community's financial constraints and must be based upon a sound financial plan. Finally, program flexibility must be maintained through the annual review and approval of the capital budget. The strict observance of these conditions requires periodic analysis of various community development factors, as well as a thorough and continuing evaluation of all proposed improvements and related expenditures. It is essential the Planning Commission be assigned a role in reviewing project proposals to assure conformity with the Master Plan and to make recommendations regarding priority special projects, and appropriate methods of financing.

Co-Development

Local government must also be cognizant of enhancing the financial feasibility of private development projects through "co-development". Co-development is simply the joint public and private investment for a common purpose.

Participation can range from direct loans to private interests to reduce the capital needed to develop a project, selling publicly controlled land at less than fair market value to lower construction costs, or by issuing bonds to acquire land, construct buildings, or acquire equipment which the City would sell or lease to private industry.

CHAPTER 12

CITIZEN AND STAKEHOLDER RECOMMENDATIONS

A public hearing was held on May 20, 2014 for input by citizens and stakeholders including business operators, organizational leaders and other community officials. The meeting was advertised in the local paper. Area planning agencies, utility companies and adjacent townships were forwarded the proposed Master Plan February 11, 2014 and asked for input regarding the draft text narrative and the draft maps. The Planning Commission provided a presentation on these items so a knowledgeable review could be made by the participants. The meeting was attended by 0 participants.

The following comments and questions were made regarding the Plan:

1. The County of Gladwin had responded via letter March 11, 2014. It stated that “No action taken; received and filed.”

The Planning Commission had also conducted a written survey of all businesses and households which was included in the December 2010 city newsletter requesting citizen input. There were 8 questions addressing topics ranging from quality of life issues to anticipate needs for future business and residential growth. Some questions consisted of multiple parts. Average ratings were compiled and citizen comments listed in this report on the following pages.

Participants rated the statements listed below. Ratings are based on a scale from 1 to 5. Points were assigned accordingly: 1 Strongly Disagree, 2 Disagree, 3 No Opinion, 4 Agree, 5 Strongly Agree.

2010 Community Survey Results

Questions and Corresponding Statements	Average Rating	Avg. (omitting no answer/opinion)
1 Quality of Life & Satisfaction		
Gladwin's parks and recreational facilities are adequate for all age groups and a community of our size	4	4.08
An indoor tourist attraction in Gladwin would be a great supplement to the County's vacation sites. A small amusement park, water feature or hands-on museum is desirable	3.03	3.04
<p>Comments: A Small amusement park, and/or putter golf would be nice. Amusement park/splash park -yes; Research regarding tourist attractions should be done first; Haven't used community facilities much; Residents must pay to use community facilities, smoke smell and noise from park are a problem, no tennis, no use of river available. Insurance costs of waterpark would be outrageous and we don't have good water pressure now; Take care of what we have and move on; Too small population base for indoor park, water feature, etc.; A community pool would be nice; Too costly to develop facilities mentioned; Tourist attractions may attract guests you wish you hadn't; Second item regarding tourist attractions: this is stupid; We are new to town but have lived in the area previously.</p>		
2 Gladwin's Growth Rate		
The city should continue its moderate growth	3.78	3.78
The city should grow more rapidly	3.7	3.8
It is desirable for Gladwin to grow more slowly	2.2	2.07
<p>Comments: It seems we gain some then lose some, so don't really gain much; What is meant by growth? Take care of our sidewalks; We need something here to bring people; growth depends on the economy and the jobs available; So how has slow to moderate growth been working out for businesses?</p>		
3 Potential Residential Growth		
The city has an adequate mix of single family, apartment, and manufactured home development	3.78	3.95
Do you see a need for any additional housing in any of the previously mentioned categories? If so, which?	3	3
The market will take care of residential growth	3.45	3.5
<p>Comments: We need more affordable residential housing; more single housing; More apartments, high rises for low income; Let free enterprise work; More apartments for seniors and disabled; Manufactured. Agressively pursue and attract employers and residential growth will follow; More needed - all categories; We have too much (many) low income apartments</p>		
4 Commercial Business Growth		
Businesses should be encouraged mainly in the downtown area	3.95	4.04
Re-use if existing vacant structures should be encouraged rather than new construction	4.11	4.2

(Continued on next page)

Comments:		
Depends on what businesses and other opportunities; Tear down the old fire traps; City government should be a strong partner; If feasible - reuse existing vacant structures; Redevelop Main Street, slow down traffic, encourage rear entrances, color code buildings, proper lighting, mini parks, angle parking, more off-street parking. Redevelop outdoor and wildlife themes, affordable activities such as golf, hunting, fishing, snowmobiling, skiing; Encourage more merchants rather than offices, Reuse vacant ok, but new construction is good too; New construction should be built to look old fashioned; Need more moderately priced restaurants, Ponderosa, Big Boy, Applebee's on property in front of Pamida. Businesses need to open longer on Sundays; If too much building of new structures, there will only be a new wave of vacant structures somewhere down the road.		
5 Manufacturing Business Growth		
Manufacturing should grow rapidly	3.7	3.8
Manufacturing should grow slowly and soundly	4.17	4.17
Comments:		
Need some more jobs for the community; Stop giving tax breaks to companies so the move to Mexico; Any manufacturing would be good.		
6 Environmental Protection		
We should protect the Cedar River and floodplain	4.62	4.62
We should try to save some woods and wetlands	4.29	4.52
Comments:		
It all depends on what 'protect' and 'serve' mean		
7 Transportation Planning		
The capacity of roads/streets within the city is adequate for our community	3.53	3.63
The condition of road/streets within the city is acceptable for our community	3.03	3.04
Gladwin-Zettel Memorial Airport's facilities are adequate	3	3
The expansion of the airport should be actively pursued in an effort to offer/attract more business opportunities	2.87	2.82
Comments:		
I like no left turn on corner of Cedar and Antler; There has been progress but more to be done - residential; Regular maintenance should be a priority; We feel the proposed elimination of the left turn lane off Main Street onto Antler is a big waste of dollars. It causes traffic to back up more at the light to turn onto M-18. Thus a good chance of more accidents by people trying to squeeze through on the caution light. A left turn arrow would be helpful. Extra money is needed to fix poor streets; More signs needed showing visitors where city parking lots are; Whoever can effectively aid in the growth and prosperity of Gladwin should be pursued; Regarding street capacity- haven't been here long enough; Need a second bridge over the river for safety and convenience; We are told the first time the city put all this money in the airport it would bring business opportunities - it didn't happen		
8 Future Educational Growth		
A satellite campus of Mid Michigan Community College or the satellite of a 4-year college should be pursued	3.88	4.09
Comments:		
A commuter bus would be more cost effective (than satellite college); Not sure about a satellite here. What is Mids capacity, Midland is also pretty close.		
General Comments		

I work in Gladwin and people do not like this town. The main reason is too many cops. You cannot come to Gladwin to enjoy yourself. If you are having fun or a good time, the cops are right there; Great idea asking city residents what they think by means of a survey. Wonderful job with decorating downtown area and garden area Tear down Victor Krause building (next to tobacco store), an eye sore; Cabins in upper park area will mean more dog feces for neighbors to pick up. Renters are up north so the dogs can run and play. With cabins, there would be more drug-crack joints or sex shops -get real folks, please; See separate note

CHAPTER 13

PLANNING COMMISSION REVIEW

The final formal step in developing the Master Plan was conducted by the Planning Commissioners. They were responsible for examining the various input gathered throughout the entire public participation process, making revisions as necessary. Although they are lay persons, they do have expertise from their service on the Commission to review the data and comments obtained. Thus they performed a final review of the Master Plan of both text and maps prior to submission to the City Council.

CHAPTER 14

SUBMISSION OF MASTER PLAN TO CITY COUNCIL

Following completion of the final draft by the Gladwin City Planning Commission, the Master Plan of the City of Gladwin was submitted to the City Council for review and comment. The City Council then approved the Master Plan for distribution to the regional planning agency and local governments as follows:

- East Central Michigan Regional Planning and Development in Saginaw.
- Gladwin County Planning Commission
- Gladwin Township
- Grout Township
- Buckeye Township
- Sage Township

Appendix

Zoning Plan

Section 33 (2) (d) of the Michigan Planning Enabling Act requires as part of a Master Plan that “For a local unit of government that has adopted a zoning ordinance, a zoning plan for various zoning districts controlling the height, area, bulk, location, and use of buildings and premises. The zoning plan shall include an explanation of how the land use categories on the future land use map relate to the districts on the zoning map.” This section is intended to meet that requirement.

The relationship between the future land use classifications in the previous section and the zoning districts in the current city zoning ordinance are illustrated in the table below:

Future Land Use Categories	Zoning Districts
Single-Family Residential	R-1A Residential Zoning District
	R-1B Residential Zoning District
Transitional Office / Service	RO 2 Unit Residential – Office Zoning District
Multiple-Family Residential	RM Multi-Family Zoning District
Mobile Home Park	MHD Manufactured Housing Zoning District
Central Business District	C-1 Central Business Zoning District
General Commercial	C-2 Service Commercial Zoning District
Industrial	MT Manufacturing/Technology Zoning District

As can be seen from the table, there is, for the most part a one-to-one relationship between the future land use plan categories and the current city zoning districts. These provide clear direction for the Planning Commission in considering rezoning requests.

- The exception is the Single-Family Residential land use classification, which correspond with both the R-1A and R-1B districts. The two zoning districts are very similar, allowing the same uses by right and most of the same uses as Special Land Uses. The primary difference is in the minimum lot width and area requirements and the associated setback provisions, with the R-1A district requiring a minimum of 12,000 sq. ft. and 100’ lot width and R-1B allowing smaller lots with 7,500 sq. ft. and 75’ lot widths. The reason for the difference is that the R-1B district applies to those residential areas already platted and served by a range of municipal services including water and sewer while the R-1A district applies to areas where lots are meets and bounds parcels that may not have the full complement of municipal services.
- The Single-Family Residential land use classification specifically identifies permitting the conversion of single-family homes to two-family dwellings “to permit occupancy by two families to provide specialized housing resources (i.e., accessory apartments for senior citizens).” Both the R-1A and R-1B districts allow two-family dwellings as a Special Land Use.
- The Transitional Office / Service land use classification corresponds to the RO 2 Unit Residential – Office Zoning District. The land use classification identifies appropriate uses as professional offices, daycare centers, and bed and breakfasts as well as residential units “which maintains the transitional

character of this district and enable historically and architecturally significant structures to remain useful.” The RO 2 Unit Residential – Office Zoning District allows uses permitted in R-1B by right and offices, clinics, municipal uses and religious buildings as Special Land Uses.

- The Multiple-Family Residential land use classification corresponds with the RM Multi-Family Zoning District. Uses in this land use classification are identified as multiple-family developments, elderly housing and convalescent or nursing homes, bed and breakfast operations, assisted living facilities, hospitals and medical centers. The RM Multi-Family Zoning District allows a wide range of housing options including one-family, two-family and multi-family units by right. It also allows manufactured housing developments by right. A range of services designed to support an aging population including hospitals and medical centers, convalescent nursing and assisted living housing is permitted as Special Land Uses.
- The Mobile Home Park land use classification corresponds to the MHD Manufactured Housing Zoning District. While the land use plan indicates that the intended uses in this district are “manufactured housing developments and accessory uses”, the zoning district allows both manufactured housing developments and multiple family dwelling projects.
- The Central Business District land use classification corresponds to the C-1 Central Business Zoning District. The land use classification is intended to promote the downtown as the “central focal point of activity within the city”. The uses allowed in the C-1 Central Business Zoning District are quite broad and is intended to meet the “needs of local and regional consumer population.” The dimensional requirements are limited to maximum building height in order to permit development that fits the pattern of a traditional downtown.
- The General Commercial land use classification corresponds to the C-2 Service Commercial Zoning District. The land use classification identifies the area as serving commercial uses inappropriate for the downtown because of their size, their automobile orientation or their other potential off-site impacts. The incorporation of design standards for individual sites to provide adequate off-site parking, landscaping and other site amenities is emphasized. The C-2 Service Commercial Zoning District requires setbacks and landscaping to address the potential impact of the more intensive uses permitted in the district.
- The Industrial land use classification corresponds with the MT Manufacturing/Technology Zoning District. The classification is intended to provide sites for the development of light industrial and technology/research uses. The MT Manufacturing/Technology Zoning District allows research facilities, warehousing operations, a range of manufacturing operations, heavy commercial uses such as lumber yards and commercial garages, and miscellaneous uses such as recycling centers by right. Special land use approval is required for sexually-oriented uses airports, telecommunication towers and kennels with outdoor facilities. The district requires significant setbacks for uses but no minimum lot size or lot width.

Building Improvements

It is very important to rehabilitate and reuse Downtown's older buildings, since they give Downtown Gladwin its character, uniqueness, image, and charm by reflecting the gloried history of the community.

The following actions should be considered to enhance Downtown's buildings.

1. Façades

The following tools should be created to stimulate appropriate building rehabilitation in Downtown Gladwin.

A. Design Guidelines – The U.S. Department of the Interior has established a set of "do's and don'ts" for dealing with historic properties – and these are called ***The Secretary's Standards for Rehabilitation***. These standards should be used to guide the appropriate rehabilitation of older buildings in Downtown Gladwin.

The Standards (Department of Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior, related landscape features and the building's site and environment as well as attached, adjacent, or related new construction. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

B. Theme – A fake theme for Downtown should be avoided, such as Williamsburg. An appropriate theme for Downtown would be to respect the historical style of all Downtown buildings and treat them accordingly, with guidance from *The Secretary's Standards for Rehabilitation*.

C. Grants – The City should seek façade grant funds from MEDC and should consider using DDA funds to supplement MEDC funds if necessary. The funds should be used to create a 50/50 matching grant program to help building owners rehabilitate building façades and signs. Matching grants in the amount of up to \$5,000 per façade (front and rear façades should count as two façades and, therefore, should be eligible for two grants) should be matched by participating building owners. The use of *The Secretary's Standards for Rehabilitation* should be required for all projects funded by façade grants. Local lending institutions should be encouraged to lend any matching funds needed by building owners at a

reasonably low rate of interest in order to stimulate building rehabilitation quickly.

2. Signature Buildings

Downtown's most problematic buildings should be identified and funding should be sought from the Michigan Economic Development Corporation's Signature Buildings program to assist with the acquisition and eventual rehabilitation of those structures.

3. Absentee Building Owners

Absentee owners of buildings in Downtown Gladwin, who do not choose to keep their buildings up to community standards, should be approached by representatives of the DDA and offered any and all available financial and technical incentives. And, the goal of this effort should be to encourage absentee owners to enhance dilapidated buildings.

If absentee owners do not desire to upgrade structures, they should be encouraged to sell their buildings to owners who will and they should be given assistance in finding buyers. And, an aggressive effort should be made to find appropriate owners for those buildings for which marketing assistance is extended.

Owners who intend to occupy their buildings should be the target market for all buildings being transferred from absentee owners to new owners.

The goal should be to induce the largest number of Downtown business owners to become building owners, since owner-occupied buildings tend to always be the best maintained buildings in any Downtown.

4. Upper-Floor Housing

Every effort should be made to develop more upper-story housing throughout Downtown Gladwin. Housing adds to a Downtown's market and vitality. All upper-floor apartments should be quality units, whether financed through conventional sources or with assistance from MSHDA.

5. Tax Abatements

The City should be cautious in offering property tax abatements for Downtown revitalization projects, since abatements negate tax increments captured by the DDA. However, if it is deemed necessary and legally possible to offer some form of abatement in the future, abatements should be limited to a reasonably short

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time period – such as 5 years. And, abatements should be offered to those who make building improvements within a short time window – such as 2 years – in order to induce investors to act quickly.

Business Development

Downtown is fortunate to have a good collection of viable businesses at this time. The public is very positive about what is offered, but would like more in terms of offerings; more to complement and strengthen the existing business base.

The following actions are designed to further strengthen Downtown's existing businesses and direct efforts to attract additional appropriate businesses to Downtown Gladwin.

1. Economic Orientation

Downtown Gladwin should have the following economic orientation:

- Pedestrian Core – The pedestrian core of Downtown Gladwin (Cedar Avenue from Bowery Street to Silverleaf Street) should contain specialty retail, food, art, and entertainment in the first-floors, with offices and apartments located in the upper-floors; and
- Balance of Downtown – The balance of Downtown Gladwin should contain convenience retail, personal services, professional services, general offices on all floors, with housing above where possible.

2. Physical Orientation

Downtown Gladwin should have the following physical orientation:

- Pedestrian Core – The pedestrian core of Downtown Gladwin (Cedar Avenue from Bowery Street to Silverleaf Street) should be further developed with zero lot line buildings – meaning with buildings built at the sidewalk line with no set-backs – with parking developed in the rear of buildings and with no additional surface-level parking lots fronting on Cedar Avenue; and
- Balance of Downtown – The balance of Downtown Gladwin should be further developed in both zero lot line and suburban styles – suburban style meaning setback from the sidewalk with parking in the front, side , or

at the rear of buildings – since this mixed pattern is now so entrenched in the balance of Downtown.

3. Top List of New Businesses

Following is a listing of new business types that should be sought for Downtown Gladwin as a top priority within the immediate future:

- Restaurants, family-oriented with entertainment and evening offerings;
- Gifts;
- Arts/crafts supplies and art/craft classes;
- Art galleries/art co-op;
- Antiques;
- Books, cards, paper;
- Casual apparel for all genders and age groups; and
- Small movie theater.

4. Full List of Businesses and Uses

Following is a full listing of businesses and other uses appropriate for Downtown Gladwin:

Prepared Food

- Fine Dining Restaurants;
- Moderate Priced Restaurants;
- Sandwich Shops;
- Bistros;
- Coffee Houses;
- Delis;
- Bakeries;
- Candy/Ice Cream/Yogurt Shops;
- Pubs/Taverns -- with Atmosphere/Operation Welcoming to Families; and
- Ethnic Foods -- i.e., Mexican, Italian, Greek, French, Chinese, Thai, etc.