

# **BALDWIN VILLAGE COMPREHENSIVE PLAN**

Prepared by:

The Village of Baldwin Planning Commission

With assistance from  
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April 2007

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## **CHAPTER 1**

### **BACKGROUND AND HISTORY**

The Village of Baldwin (2000 population: 1,107) is located in south central Lake County. Like many other towns in Michigan, the community was born in the lumbering era.

Baldwin was originally called Hannibal after one of the first settlers. Mr. Hannibal was one of Baldwin's earliest residents and possibly the first postmaster. A short time later, Isaac Grant built a store in the area. Because of the vast quantity of virgin timber, people soon began to flock to the area. It was not long before a citizen's committee led by Mr. Grant changed the name of the Village to Baldwin City in honor of Governor Henry S. Baldwin. So taken with this honor, the Governor came to Baldwin and presented the community a large American flag, which can be seen today in the Lake County Courthouse.

Establishing Baldwin as the county seat was another matter. When Lake County first came into being all of the official records were kept in Chase. Chase however had been part of Osceola County and was located nearly on the County line. Several people believed that Baldwin would become a booming metropolitan area and suggested that Baldwin become the County seat. In 1874, an election was held and Baldwin managed to walk away with the honor.

However, Chase was not willing to give up the records and where the records were is where business would be conducted. In a bold move members of the Baldwin Community set on a plan. Loading up a large group, they went to Chase and proceeded to steal the safe where the records were kept. As the story goes, a fight ensued and while the majority was involved in the fistcuffs, including the local newspaper editor, a group of lumbermen loaded the safe on a rail handcar or flatbed rail car and the role of Baldwin as County seat was established. The safe was eventually returned to Chase and resides there as an historical memento at the Chase Township Hall.

Rumors of the area's growth soon bore fruit and in 1883, the Village with a population of 536 was incorporated. In 1886 the plans for the Courthouse were approved, and in due time all of the County's official records were consolidated in one place. Baldwin was

officially incorporated as the Village of Baldwin in 1887. In 1928, the Courthouse was partially destroyed by fire and (with the help of local residents) most of the important documents were saved.

The railroad that was built to haul lumber and service the growing community included a depot, which is still standing today, and has not been dismantled. At one time Baldwin boasted several passenger trains daily into the area, but on October 29, 1966, the last passenger train pulled out of the station. Today Baldwin is a premier tourist area offering excellent trout and salmon fishing, many river and lake sports as well as access to the beautiful Manistee National Forest. Other popular recreational activities include hunting, snowmobiling, canoeing, camping, kayaking, biking, and motorcycle trail riding.

Several nearby settlements have influenced the growth and culture of Baldwin. One is the Marlborough factory town 1½ miles southeast of the Village. At one time, it was the world's largest producer of cement. Cement made there supplied the Panama Canal and many of the nation's great dams, bridges and buildings. Over four hundred people lived and worked there at its peak of production. This town was short-lived however and lasted only for a period of about 29 years.

Another nearby settlement that has had a significant impact on Baldwin is Idlewild. Idlewild was, for a time, one of the most popular exclusive black resorts in the nation. From about 1930 to 1960 many of the most notable and popular artists of their day entertained there. Subsequently a great deal of real estate was sold to visitors to the area that appreciated the natural beauty and popularity of the area. While the popularity of Idlewild as an entertainment Mecca has faded, the Idlewild area continues to support the economy of Baldwin with customers who consider it their primary shopping destination.

Yet a third settlement having a significant impact on Baldwin has been the Big Star Lake area. Big Star Lake accommodates many seasonal cottages and over time has seen a transition to more year-round homes. The size and popularity of this lake has brought many people to the Baldwin area.



## **CHAPTER 2**

### **PLAN PURPOSE AND GOALS**

The purpose of this Comprehensive Plan is to translate community values and goals into a framework for decisions on growth, land use, public facilities, and services. The plan presents a long-range vision of how the community should look, and function in the future and provides guidance for achieving those goals.

The plan is also a vision of how the Village should grow and develop while protecting its quality of life. Residential, commercial, and industrial growth should occur in a pattern that protects public health and safety while enhancing varied community character, natural beauty, and environmental quality.

The plan is intended to help achieve these ends by clearly indicating where new housing, shopping, and economic development should be encouraged and where open space and recreational areas should be protected and enhanced. The plan provides a framework within which the Village can effectively and responsibly manage growth and development by establishing an orderly process for accommodating change.

The plan provides a guide to the growth and development of the Village while recognizing the variety of natural and manmade features, the desires of its residents, and the need for adequate public facilities and services.

### **GENERAL GOALS**

The general goals of the Baldwin Village Comprehensive Plan are to:

- Guide growth and development
- Protect public health and safety
- Maintain a quality natural environment
- Clearly indicate where growth can best be accommodated and where it is most desirable and to encourage development in those areas
- Improve public infrastructure such as sidewalks, roads, streets, street lighting, storm water drainage, sanitary sewer and public water

- Encourage economic development that provides diverse and continuing employment opportunities for Baldwin area (Village and surrounding township) residents
- Increase retail, commercial, and service establishment opportunities and improve the central business district (CBD)
- Expand recreational facilities that meet community and regional needs
- Encourage affordable housing and diversity in housing types and lifestyle choices including multi-family housing, senior housing and assisted living
- Stabilize and improve existing housing stock and residential neighborhoods to include apartments and moderately priced homes
- Consider the expansion of the Village limits to accommodate future growth

## **FUNCTION OF THE PLAN**

The Comprehensive Plan provides a legally recognized framework for making decisions about land use in the Village. It is intended to aid a broad range of public and private users, including community groups, builders, developers, Village officials, and other government agencies. It provides the framework for regulations that govern the location and intensity of land uses in the Village. It thus gives Village officials direction for developing detailed plans and reviewing development proposals.

The plan also provides a framework for decisions about public facilities and services, such as where facilities should be located to support planned growth. It is intended that Village officials use the plan in preparing their functional plans for delivering services. Work should not be initiated on any major physical project involving the expenditure of funds by the Village until that work has been determined to be consistent with this Plan.

## CHAPTER 3

### COMMUNITY PROFILE

The Village of Baldwin is approximately:

18 miles west of Reed City  
27 miles north of White Cloud  
31 miles northwest of Big Rapids  
33 miles east of Ludington  
66 miles south of Traverse City  
84 miles north of Grand Rapids

The Village is at the crossroads of US-10 and M-37 and has good access to US-131, 18 miles to the east. There are no cities in Lake County and Baldwin is one of only two Villages. **Figure 1 - Location map** portrays the Village's location relative to these surrounding communities. **Figure 2 - Study Area** portrays the study area including areas surrounding the Village. **Figure 3 - Aerial Photo** shows the aerial photograph of the Village from 1992.

### TRANSPORTATION

#### **Streets and Highways**

Virtually all Village streets are asphalt-paved (or top-coated) two-lane facilities. Most have 66-foot rights-of-way, but many are 100 feet wide. Existing streets and street classifications are shown in **Figure 4 - Street Classification**. Some of US-10 and M-37 have 150-foot rights-of-way. Twenty-foot alleyways exist in the two main blocks of Michigan Avenue between Seventh Street and Eighth Streets. Street development is most extensive in the southern half of the Village. Traffic from US-131 enters the Village from the east via US-10.

#### **Railroad**

The Railroad through Baldwin is owned by CSX but is now leased to the Marquette Rail Corporation. It is a trunk line linking service between Grand Rapids, Manistee and Ludington. The railroad today is used exclusively for industrial purposes.

### **Public Transportation**

Yates Dial-a-Ride provides Public Transportation for most of Lake County, including the Village of Baldwin. The dial-a-ride system also provides transportation services for the Baldwin Public Schools.

### **Air Service**

The Baldwin Airport primarily serves private air service needs, and is located approximately 2 minutes south of the Village. The Big Rapids Airport has a 4,000-foot runway supporting some commercial flights just 33 miles southeast of Baldwin. The Traverse City airport is about an hour from Baldwin and provides commuter service to all major regional and international airports. The Ludington airport is 30 minutes west and provides commuter service to all major regional and international airports. The Gerald R. Ford International airport in Grand Rapids is 90 minutes and provides direct connections worldwide.

## **EXISTING LAND USE**

The existing land use for the Village is displayed in **Figure 5 - Existing Land Use**. The predominant land use in the Village is residential, as shown in **Table 1 - Existing Land Use Totals**. The greatest concentration of residential development is in the south ½ of the Village. Parcel sizes in the Village generally range in size from around 800 square feet to over 30 acres. **Figure 6 - Size of Parcels** shows the range of parcel sizes in the Village. Interestingly, 315 parcels (43%) are smaller than 10,000 square feet. Similarly, 262 parcels (36%) are smaller than 8,000 square feet. There are 201 parcels (28%) smaller than 7,000 square feet. Some of the 228 parcels in the northeast quadrant of the Village are as small as 800 square feet, with the parcels averaging approximately 10,000 square feet.

### **Industrial**

There are six industrial and utility properties representing 2.0% of the area of all Village properties.

### **Commercial**

The central section of the Village is primarily commercial mixed with residential, with some public land. The Baldwin Central Business District area encompasses approximately 13 acres in the heart of the Village. It contains primarily commercial, institutional (public), and residential components. The district supports many businesses that provide jobs, tax base, goods, and services to the Village and surrounding area. The Central Business District functions as the business core of the community by virtue of its geographic and perceptual characteristic. Only a few scattered businesses exist in the remainder of the Village.

<b>TABLE 1</b>			
<b>EXISTING LAND USE TOTALS</b>			
<b><u>Use</u></b>	<b><u>Number of Parcels</u></b>	<b><u>Total Acres</u></b>	<b><u>Percent of Total Area</u></b>
ABANDONED RESIDENTIAL	22	6	0.93
SINGLE FAMILY RESIDENTIAL	269	186	27.65
MULTI FAMILY RESIDENTIAL	4	28	4.11
COMMERCIAL	62	84	12.47
INDUSTRIAL/UTILITY	6	13	2.01
NOT CLASSIFIED	6	5	0.67
PUBLIC/INSTITUTIONAL	71	149	22.09
VACANT	292	202	30.05
Total	732	673	100.00

Source: Village GIS Data

The actual land area of all properties in the Village is currently 673 acres. The total area of the Village itself encompasses 720 acres. The difference of 68 acres consists of street, alley, highway, and railroad rights-of-way.

Commercial uses are concentrated primarily in the Central Business District area and offer a mix of services including, gas station/convenience store, banking, restaurants, taverns, lumberyard, shops and offices. These activities are generally located in the main block of Michigan Avenue between 7<sup>th</sup> and 8<sup>th</sup> Streets. Other commercial properties are found along Michigan Avenue north and south of the Central Business District and at a few other isolated locations.

### **Public and Institutional**

Churches, parks, schools, government buildings, utilities, etc., are classified as public and institutional properties. There are several such public and institutional properties within the Village boundaries. **Figure 7 - Public and Institutional Uses** illustrates the location of Public and Institutional properties.

### **Transportation**

The Michigan Department of Natural Resources (MDNR) has acquired much of the former CSX railroad right-of-way, east of Maple Street, that traverses the Village east and west. It is now considered a part of the Pere Marquette State Park Trail. It is, in fact, the western most trailhead of the Trail. The Pere Marquette Trail is one of a series of statewide State Parks in the Michigan Rails-to-Trails linear park system.

## **ENVIRONMENTAL CHARACTERISTICS**

### **Soils**

Baldwin is located over moderately fine sandy soils with a gently sloping topography toward the Baldwin River. Soils are permeable and runoff infiltrates the surface quickly. Significant mucky soils are present along and adjacent to the Baldwin River and its tributaries. They support wetland vegetation and meet the classification of wetlands according to the Michigan Wetland Act. **Figure 8 - Wetlands** identifies the muck soils within the Village and the approximate location of the wetlands.

### **Topography**

There is approximately 60 feet of elevation change from north to south within the Village limits. The Baldwin River system creates the highest degree of elevation change. The apparent high point is on M-37 at the northern Village limits and is 875 feet above sea

level. There is another high point at Astor Road at the northwest corner of the Village also at approximately 875 feet above sea level. The apparent low point in town is at the southernmost part of the Village east of Michigan Avenue near the Baldwin River at 817 feet above sea level.

### **Hydrology – Surface Water Drainage**

The Village of Baldwin is located over mostly sandy soils with a gently sloping topography toward the Baldwin River. Soils are permeable and runoff infiltrates the surface relatively quickly. The entire Village is located within the Baldwin River Watershed and storm water either infiltrates into low spots or flows south to the Baldwin River. There is some underground storm sewer along Michigan Avenue in the downtown area.

### **Forested Lands**

The Village lies near the Manistee National Forest. While the forest provides countless recreational opportunities and immense beauty, it can be hazardous as well. Forest fires can cause property loss and great expense to the state and local communities. Baldwin has significant areas of concern with large expanses of nearby forestland. **Figure 2 - Study Area** shows the Manistee National Forest in relation to the Village.

### **Groundwater Supply**

There are two reasonably desirable groundwater aquifers below the Village. One is at a depth of 40 feet to 50 feet and the other is at a depth of 80 feet to 110 feet. Static water level is between 20 and 45 feet in most parts of the Village, except near the river where it can be much closer to ground level.

### **Abandoned Wells**

There is a belief that there may be some older abandoned water wells within the Village but their precise locations are not known. The Village is currently attempting to locate and identify these abandoned wells. Their continued existence presents a continual threat to the ground water drinking supply. The sandy soils predominant in the Baldwin area, make protecting aquifers all that more important.

### **Sites of Contamination**

In the past, there have been several locations in Baldwin having leaking underground storage tanks but they have all been cleaned up. A few sites, such as the County Road Commission at the intersection of US-10 and M-37 and the BP service station at Lake Street and Michigan Avenue, have been remediated and are being monitored.

### **ZONING**

Zoned districts are vital to the objectives of the Village, as they allow for the regulation of development and assist in the implementation of measures defined within the Comprehensive Plan. Residentially zoned properties make up 83.7 percent (154 parcels) of all property within the Village. The Official Village Zoning Map, located in the Village offices, depicts the location of the zoning districts.

### **POPULATION AND HOUSING**

According to the United States Census Bureau, the total population of the Village of Baldwin in 2000 was 1,107. This represents a population increase from 1990 of 327 persons, a 41.9 percent increase. In 2000, there were 479 housing units, with 397 occupied households. This represents an average household size of 2.12 persons, and an average family size of 3.19 persons.

#### **Age Breakdown**

In 2000, 13.7 percent of the total population were persons 65 years and older. The median age is 35 years old. Persons age 18 and over made up 77.8 percent of the population. Working age persons (21 to 64-year-olds) made up 74.4 percent of the Village's population. **Table 2 - Age Distribution By Percent** compares the age distribution of the Village to Lake County and the State of Michigan.

As depicted in **Table 2 - Age Distribution By Percent**, in the largest segment of the population containing 25 to 44-year-olds, Baldwin has a lower percentage than the State but higher than Lake County. In the next largest segment, those less than 15 years of age, Baldwin also has a lower percentage than the State and is higher than Lake County. These are important segments of the population. One indicates a need for



schools and the other indicates an available and mature labor force. This portion of the population represents persons in the family-forming age, and could indicate a future growth trend for the Village. For the 15 to 24 year-olds, Baldwin has a greater percentage than both the State and County. There are significantly fewer 45 to 59 year olds in Baldwin than in the County and the State. The 75 years and older group is significantly larger than both the County and the State by almost double. The smallest grouping in Baldwin is the 60 to 74 year-olds. This group is less than Lake County but about equal to the State.

TABLE 2 AGE DISTRIBUTION BY PERCENT (2000)			
<u>Age Group</u>	<u>Village of Baldwin</u>	<u>Lake County</u>	<u>Michigan</u>
Under 15	19.6	17.0	21.8
15 – 24	15.5	12.9	13.7
25 – 44	26.7	22.7	29.7
45 – 59	13.3	20.5	18.7
60 – 74	11.4	19.1	10.3
75 and Over	13.6	7.6	5.8

Source: 2000 Census Data

**Table 3 - Population Characteristics** shows population characteristics for Village residents compared to Lake County and the State. The Village has a considerably lower proportion of residents 60 years or older, a lower median age, and a smaller family size than the County and the State.

TABLE 3 POPULATION CHARACTERISTICS			
<u>Social Characteristics</u>	<u>Village of Baldwin</u>	<u>Lake County</u>	<u>Michigan</u>
Percent 18 Years and Over	77.8	78.1	73.9
Percent 65 Years and Over	21.8	19.7	12.3
Median Age	35	43	36
Persons Per Household	2.12	2.28	2.56
Family Size	3.19	2.79	3.10

Source: 2000 Census Data

### HOUSING CHARACTERISTICS

Of the 479 total housing units, it is estimated that 397 or 82.9 percent are occupied. As shown in **Table 4 - Housing Type**, most of the housing units are single-family detached dwellings. There are three multiple unit dwellings and three apartment complexes within the Village, and one nursing home. These are:

- Hollister Manor                      Senior Apartments                      72 units
- Kahlil Apartments                      Low/Moderate Income                      97 units
- Oakwood Manor                      Senior Housing                      32 units
- Grand Oaks                      Nursing Home                      80 units

The housing in Baldwin is relatively old. Over 40 percent of all housing is pre World War 2 vintage. Only 17.8 percent of the homes have been built since 1990. A significant number (31.4%) were built during the 1970s and in the 1980s.

TABLE 4		
HOUSING TYPE		
<u>Type</u>	<u>Total</u>	<u>Percent</u>
Single-Family Homes	264	55.1
Single Apartment Unit	11	2.3
Duplexes	9	1.9
3 or 4 Units	68	14.2
5 to 9 Units	52	10.9
10 to 19	6	1.3
20 or more Units	59	12.3
Mobile Home, trailer, or other	10	2.1
Total Housing Units	479	100.0

Source: 2000 Census Data

### **Housing Values**

The median value for owner-occupied units in 2000 was \$39,700. The median contract rent for renter-occupied units was \$216. These values are substantially lower than Lake County, where median value for owner-occupied units is \$61,300 and median contract rent is \$387.

In July 2004, according to the National Association of Realtors, existing homes in the U.S. sold at an annualized rate of 6.72 million units, and the median sales price was \$191,300. New homes sold at an annualized rate of 1.13 million units, and the median sales price was \$207,400.

### **Occupancy**

Homes occupied by owners account for only 35.5 percent of the total occupied housing units. This is an extremely low percentage being nearly one-half the national average of 66.2%. Housing units occupied by renters equals 64.5 percent nearly double the national average of 33.8%. Vacant housing units accounted for 17.1 percent of the total, again nearly double the national Average of 9.0%.

## PARKS AND RECREATION

Hollister Park, west of Courthouse Drive between Washington and Tenth Streets, is the Village's only park facility. The park features a playground with swings and a playscape, a picnic area, two ball fields, two tennis courts, several basketball courts, and an equipment booth. The Baldwin Fish Farm, located on Eighth Street at the east end of the Village, is an access point for canoeing and fishing on the Baldwin River. The Fish Farm also has picnic area, limited camping, paid pond fishing for trout, and fish observation at the trout rearing ponds.

Additional recreational facilities in the Village are available at the Baldwin Community Schools located at the school complex site in the southwestern corner of the Village. The public school system also offers indoor recreation, such as a gym, basketball court, volleyball court, gymnastics, and a multipurpose room.

The Pere Marquette Trail State Park through the center of town has been very popular as one of Michigan's first rails-to-trails projects. Trail use has increased over the years and now has approximately 10,000 participants annually. Activity on this part of the trail is especially high in the winter due to the popularity of the trail for snowmobiling.

Natural recreation opportunities are currently limited to fishing in the Baldwin River, which has a reputation as being one of the nation's finest native trout streams.

## COMMUNITY FACILITIES AND SERVICES

### Sanitary Sewage

The sanitary sewer collection system is generally located on all major streets within the Village as shown in **Figure 9 - Sanitary Sewer System**. Approximately 22,000 feet of sewer main exists within the Village. The existing collection system is a gravity system that conveys wastewater to the Village's two pumping stations. There is a lift station on US-10 at the east Village limits, as well as a station located on M-37 south of the Village. From the pumping stations, the wastewater is transported via force main to the treatment facility located south of the Village adjacent to the airport. The wastewater treatment facility is an activated sludge removal system biohazard 0% discharge type facility. It has

the capacity to treat 400,000 gallons per day and is currently operating at 57% of capacity.

The Village has agreements with both Webber and Yates Townships to provide sanitary sewage disposal to limited areas. In Webber Township, a collection main has been extended to the prison facility. In Yates Township, a collection main has been extended to the Idlewild area.

### **Municipal Water System**

The municipal water system is portrayed in **Figure 10 - Water Distribution System/Wellhead Protection Area**. Adequately sized watermain are connected to all streets in the Village. The 2004 water system upgrade added an elevated storage tank, a new well and well house, and new water main throughout the Village. The Village water supply now consists of five wells and two elevated storage tanks having a combined storage capacity of 400,000 gallons. The water distribution system consists of a high-pressure district and a low-pressure district and maintains water pressures of 40 to 60 pounds per square inch.

The Baldwin water system has a capacity of 4 million gallons per day (mgd), which far exceeds the current consumption of 0.2 to 0.4 mgd. The Village water system, therefore, has a capacity adequate to accommodate a large amount of residential, commercial, and industrial growth and to allow expansion of the water distribution system outside the Village.

The Village currently has an agreement with Pleasant Plains Township to provide water supply to certain areas outside the Village limits. There are three water customers south of the Village and plans include serving additional customers.

### **Storm Sewer System**

While most of the Storm water system consists of ground-level ditches, there is some underground storm sewer along Michigan Avenue in the downtown area. The system primarily consists of traditional surface drainage ditches, and culverts; however, approximately 2,000 lineal feet are enclosed drains. Most of the underground drainage facilities in the Village are owned by the Michigan Department of Transportation and operated by the Village. The Michigan Department of Transportation has placed storm sewers along M-37 through the business district. An outfall pipe runs south along M-37

(Michigan Avenue) with flows traversing the Village from northwest to southeast to the Baldwin River. An improved detention basin receives the Storm water before it is discharged to the River. The existing storm water system is portrayed in **Figure 11 - Storm Sewer System**.

#### **Police, Ambulance, and Fire Protection**

Webber and Pleasant Plains Townships levy millage and/or assessments on Village residents to support certain services and public facilities, such as fire protection, libraries and cemeteries. Pleasant Plains Township levies approximately 2.0000 mills for fire protection and emergency response services. Pleasant Plains Township has an agreement with the Village of Baldwin Fire Department to provide fire protection services to all township residents including those within the Village. The Village itself does not levy an assessment or millage on Village residents for fire protection and the fire department is sustained entirely on the payments from Pleasant Plains Township, which also levies 2.0000 mills on its residents.

Webber Township currently levies approximately 2.0000 mills on Village residents to provide fire protection services, but their contract for services is not with the Village of Baldwin Fire Department. Instead, they have their own fire department, which in turn contracts with other adjacent townships to provide fire protection services. There is an inter-service (mutual aid) agreement between the two fire departments to assist with fires on both sides of the Village.

Police protection is available to Village residents from the Lake County Sheriff's Department. Neither Pleasant Plains nor Webber Townships currently levy an assessment for police protection.

#### **Solid Waste and Disposal Systems**

Private contractors provide all solid waste removal in the Village. The Village provides annual large item pick-up in conjunction with the local Soil Conservation District (MSU Extension) annual hazardous waste pick-up and disposal.

### **VILLAGE FINANCES**

Although property taxes represent the largest single revenue category, they comprise

only about one-third of the Village's total revenues. Other primary funding sources are from local utility service charges and State revenue sharing. The Village operates on a total annual budget of approximately \$370,000, not including sewer, water and fire enterprise funds. With these funds included, the Village budget is approximately \$1,300,000.

The Village's 2005 state equalized value (SEV) is approximately \$17 million, representing a theoretical market value of approximately \$34 million. The millage rate of 14.785 mills represents obligations for general operating, and generates approximately \$211,758 per year. Of this amount, the Village's Downtown Development Authority captures approximately one-third. The 748 real properties in the Village comprise a total 2005 state equalized value (SEV) of \$15,892,999. There are also 83 personal properties and one renaissance property. The Village's 2005 SEV distribution among the assessment categories appears in **Table 5 - 2005 Property Values and Taxes** as follows:

<b>TABLE 5</b>				
<b>2005 PROPERTY VALUES AND TAXES</b>				
<b><u>TYPE</u></b>	<b><u>NUMBER</u></b>	<b><u>SEV</u></b>	<b><u>TAXABLE VALUE</u></b>	<b><u>REVENUE</u></b>
Real Property	748	\$15,892,999	\$12,469,973	\$184,369
Personal Property	78	\$ 1,379,817	\$ 1,379,817	\$ 20,401
Renaissance Zone	1	\$ 204,000	\$ 201,770	\$ 2,983
Enterprise Zone	5	\$ 270,900	\$ 270,900	\$ 4,005
TOTAL	871	\$17,747,716	\$14,322,461	\$211,758

Source: Lake County Equalization

According to state law, the Village is limited to a borrowing capacity of ten percent of its total SEV, which currently equals \$1,774,772. The Village currently has no outstanding general obligation bonds.

## **COMMUNITY FESTIVALS**

Several festivals in Baldwin are considered principal attractions or events. The “Shrine of the Pines” is a seasonal museum featuring unique handcrafted wood designs and woodcarvings. Other festivals include the “Sled Dog Races” in February, the “Turkey Hunter’s Rendezvous” held in March of each year; “Blessing of the Bikes” in May, and “Troutarama” in July. Throughout the summer, “Sounds from the Forest” along with “Echoes through the Timbers,” offer weekly Jazz and eclectic style performances. The “Dare Car Show” takes place the last weekend of July. Events that take place near Baldwin are the “Idlewild Jazz Festival” which takes place in August of each year, the “Irons Flea Roast and Ox Market” in June and “Luther Logging Days” in July.

## **COMMUNITY ORGANIZATIONS**

Community clubs and organizations include the Trail Riders Snowmobile Club, Rotary, VFW, AMVETS, American Legion, Relay for Life, and Lions Club.



## **CHAPTER 4**

### **TRENDS AND PROJECTIONS**

#### **REGIONAL TRENDS**

West Michigan has experienced a much more rapid population growth than the state as a whole over the past two decades. Several of the counties adjacent to Lake County showed significant growth between 1990 and 2000, with the highest growth occurring in Lake County (32.0 percent), and Newaygo County (25.3 percent), and to a lesser extent Oceana (19.7 percent), Wexford (15.6 percent), Manistee (15.3%), Osceola (15.1 percent), Mason (10.7 percent) and Mecosta (8.7 percent).

Lake County grew by an average annual rate of 3.3 percent between 1960 and 1980 and a more modest 2.2 percent between 1980 and 2000. With an average annual growth rate in the region from 1990 to 2000 of 1.9 percent, significant expansion of the regional area population should be expected. While the relative annual rate of growth is slowing somewhat, this continues to be a growth area in the State. Lake County and the Village of Baldwin can expect continued growth and corresponding population increases.

In addition to population, shifts in investment and disinvestments have been significant indicators of the state and local economy. To be successful, communities must offer a quality residential environment, available housing, retail and service amenities, recreational opportunities, and a quality school system.

#### **LAND USE TRENDS**

In the recent past, many land use changes such as new housing in various parts of the Village, changes to several existing businesses, and several new businesses have taken place. The County buildings and Courthouse on Michigan Avenue contribute to a consolidated and centrally located government/institutional complex. Single-family residential areas have not experienced significant growth compared to past decades.

Baldwin's largest employers are Lake County, Baldwin Public Schools, and the State of Michigan. Other industry brings investment into the community and Baldwin has the potential for greater (regional) employment opportunities. Baldwin is currently experiencing development in the M-37/US-10 junction area. Notable land use changes in

the Village include the new Sav-a-lot Store, Dollar General, Family Dollar and the new Grand Oaks Nursing Home. Along with these new developments come many new jobs. Two new streets, Denmark Street and Towne Central Drive, have been built to accommodate the new development.

### **Building Permit Data**

In recent years, increases in the Village's State Equalized Value (SEV) have been largely the result of residential construction. The amount of new construction, number of building permits, and the value of the average permit all are growing annually. A close review of building permit data from the past ten years establishes a good basis for analyzing this trend (See Table 6). During the ten-year period from 1995 through 2005 the Village averaged 2 residential permits per year. The greatest single-year increase at 5 new home permits occurred in 2004. The Census indicated a net gain of 8 housing units within the Village between 1990 and 2000 and a person per household average of 2.7. Over the same period, building permit data showed an increase in the number of housing units of 10.

Construction activity between 1990 and 2000 corresponds to the population increase discussed below. Between 1990 and 2000, the Village gained 44 people and 8 homes. Village building department records indicate there were just 4 houses built in 2004, but that between 2000 and 2005, a total of 6 new dwellings were constructed.

### **Historical SEV Data**

**Table 6 - State Equalized Value** provides a brief history of State Equalized Values (SEV) in the Village reflecting a combination of residential and commercial development. The total SEV also includes increases in personal property.

TABLE 6	
STATE EQUALIZED VALUE	
Year	Total SEV
2005	\$14,106,560
2000	\$10,899,091
1995	\$8,110,962

Source: 2000 Census Data

## POPULATION TRENDS

Between 1970 and 2000, Lake County grew by 100.2 percent, while Baldwin Village experienced an increase of only 39.4% or 313 persons. The 2003 Census Bureau estimate of population would add approximately one (1) person to the Village population.

**Table 7 - Population Trends** compares the population growth of Baldwin Village to Webber and Pleasant Plains Townships and Lake County. For the most part, these neighboring communities have experienced steady and consistent growth between 1970 and 2000.

TABLE 7 POPULATION TRENDS				
<u>YEAR</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Village	794	822	780	1,107
Number Increase		28	-42	327
Percent Increase		3.53	-5.11	41.92
Webber & Pleasant Plains Townships	1,587	2,366	2,578	3,410
Number Increase		779	212	832
Percent Increase		49.09	8.96	32.27
Lake County	5,661	7,711	8,583	11,333
Number Increase		2,050	872	2,750
Percent Increase		36.2	11.3	32.0

Source: U.S. Census Bureau

## POPULATION PROJECTIONS

Three population projection techniques were selected as a growth figure based on historic growth rates for the Village and countywide population projections.

The first two techniques are based on the past growth for the Village. The arithmetic method assumes that the Village will grow with the same number of people per decade

as it did between 1970 and 2000. The geometric method assumes that the Village will grow at the same rate of growth as it has since 1970.

The third technique is a ratio-change projection, which assumes that (the Village) will experience a growth rate in proportion to Lake County. Population projections for Lake County were taken from Preliminary Population Projections to the Year 2020 in Michigan Counties (Michigan Department of Management and Budget, Office of the State Demographer, January 1996). This technique assumes that the Village will continue to capture 9.77 percent of the county's total population (based on 2000 population figures).

**Table 8 - Population Projections** shows the population projections for the Village through the Year 2030. An average of the three techniques was used as the population projection for the Village Comprehensive Plan. The plan projects a population of 1,533 by the Year 2030. This represents a growth rate approximating 11% percent per decade.

TABLE 8 POPULATION PROJECTIONS					
<b><u>Method</u></b>	<b><u>2000 Actual</u></b>	<b><u>2005 Estimate</u></b>	<b><u>2010</u></b>	<b><u>2020</u></b>	<b><u>2030</u></b>
Arithmetic	1,107	1,148	1,211	1,316	1,420
Geometric	1,107	1,148	1,252	1,417	1,603
Ratio-Change	1,107	1,148	1,225	1,377	1,575
<b>Average</b>	<b>1,107</b>	<b>1,148</b>	<b>1,229</b>	<b>1,370</b>	<b>1,533</b>

Source: U.S. Census Bureau

## CHAPTER 5

### POLICY DIRECTIVES

A vital step in the development of a Village Comprehensive Plan is the establishment of a policy plan or statement. The formulation of such statements either may evolve from a desire to remedy an existing or projected problem, or be based on a perception of an ideal community. Policy development is the most important element of the Village Comprehensive Plan.

Through the development of concise policies, the Village of Baldwin can definitively meet the challenges of the future. The policy planning process is based on the assumption that a community-wide consensus should be developed before realistic plans for future growth can be prepared.

The process of establishing policy is an aid to the daily decision-making process. Clear statements benefit municipal government, developers, and the public. Local government, in particular, can act more efficiently and consistently when policy is established. The time necessary for considering and acting on recurring problems can be greatly reduced if policy guidelines have been established.

Private enterprise and the public both benefit when specific policy statements are adopted. By establishing policies, they can have a better understanding of the general rules governing future development and can decide accordingly. In addition, public confidence in local government and the planning process is enhanced with a clearer understanding of how the goals for the community are to be achieved.

The benefits of establishing goals and policies for the Village of Baldwin are as follows:

Consistency: A comprehensive list of policies concerning a variety of planning issues can do much to minimize arbitrary decision-making.

Efficiency: Clearly stated policies may reduce the time spent on individual projects while providing sound planning principles to aid in the process.

Coordination: Policy statements create a single framework within which the Village council, planning commission, staff, and the public can work in the development of the Village.

Stability: Policies are general in nature and thus, provide an element of stability as the plan is modified over time.

A Guide to Decision-Making and Review: Policies are necessary in adopting sound land use decisions and are helpful in judging the fairness of specific controls based on an overall plan for the community.

## **COMMUNITY INVOLVEMENT**

### **Surveys**

The Planning Commission decided to conduct a survey of Village residents in an attempt to understand the attitude of community residents. Once a survey was determined to be useful, the planning commission compiled a list of important issues in the Village. These issues were then translated into a series of questions in a format that allowed residents to respond in the privacy of their own homes.

Questionnaires were developed and delivered to homeowners, businesses and students throughout the Village. The objective of the survey was to help the planning commission determine the Village's highest priority issues. Typical issues that were included involved improving public services, the Village's infrastructure, potential land use problems and Central Business District improvements. From a land use perspective, respondents were able to comment on whether or not:

- (1) There was enough entertainment, educational, health care, and public services facilities,
- (2) They used Hollister Park and Wenger Pavilion,
- (3) The Village needs a community pool,
- (4) The Village should encourage tourism,
- (5) The Village needs additional senior housing, or
- (6) The Village needs more single-family or multi-family housing.

It is important to the planning process to learn the public's attitude concerning community services, fire protection, ambulance services, water quality, police protection, drainage, Central Business District parking, streets and roads, etc. It is often of interest to learn if property owners are willing to pay to improve public services, police protection, fire protection, and streets and roads.

A review of the questionnaire responses indicates that there is a high degree of satisfaction with conditions in the Village. Almost all of the questions pertaining to satisfaction of Village services were answered positively.

Environmental issues were not mentioned in the questionnaire. Questions regarding protection of groundwater, Baldwin River and adjacent wetlands were not asked.

Regarding future development, respondents indicated that the Village should encourage the development of residential subdivisions and improvement of recreational facilities but not campgrounds. Only a slight majority favored the expansion of industrial uses. There was a clear interest in the Village requiring landscaping and increased buffering around commercial and industrial uses. The lack of entertainment opportunities was cited and the suggestion that the Village do more to encourage tourism.

A complete summary of the responses to the survey is included in the **Appendix A**.

### **Public Meetings**

Another community involvement technique used by the planning commission was to hold advertised public meetings. This served to expand and intensify communication between Village government and citizens. One such meeting held in 2005 focused on information on Village conditions, potential growth problems, cooperation, mutual benefit, and new developments. The desired result generated new ideas, public commitments, and community stakeholders.

## **POLICY GOALS**

As a vital component of the planning process, in consideration of Village needs, discussions with Village personnel, and residents, the planning commission has

developed the following policy goals:

**GOAL: PROMOTE A CLEAN, HEALTHY, AND ATTRACTIVE NATURAL ENVIRONMENT.**

Policy Recommendations:

- Protect ground and surface waters from contamination and pollution.
- Implement "Site Plan Review" criteria in the zoning ordinance that encourages the liberal use of open space, buffering, and landscaping.
- Ensure adequate development setbacks from wetlands and floodplains.

**GOAL: PROVIDE QUALITY RECREATIONAL OPPORTUNITIES FOR VILLAGE RESIDENTS.**

Policy Recommendations:

- Prepare and adopt an approved recreation plan, and apply for state and federal recreation grant monies.
- Expand the Village's Parks to include a wide range of recreational opportunities for Village residents.
- Maintain existing facilities in peak condition.
- Optimize the utilization of all existing facilities, including school properties.
- Make better utilization of natural features such as Baldwin River for recreational use.

**GOAL: PROVIDE ADDITIONAL HIGH-QUALITY RESIDENTIAL OPPORTUNITIES FOR THE RESIDENTS OF THE VILLAGE.**

Policy Recommendations:

- Encourage and promote new residential areas.
- Allow medium-density, single-family residential development in most areas of the Village.



- Provide for multiple-family residential growth, provided it is located in appropriate areas and compatible with adjacent uses.
- Discourage singlewide mobile homes outside mobile home parks.
- Establish programs that improve the quality of existing housing stock, and elevate the appearance of residential areas.

**GOAL: PROVIDE FOR A WELL-BALANCED LAND USE PATTERN TO MINIMIZE CONFLICTS BETWEEN VARIOUS LAND USES.**

Policy Recommendations:

- Inform Village residents, and ensure municipal advocacy of the goals and policies of this plan.
- Strive for compliance with the Future Land Use Map to ensure a minimum of land use conflicts.
- Revise the zoning ordinance to implement the land use policies identified in this plan.
- Protect the residential areas of the Village from incompatible, non-residential higher-density land uses.
- Encourage new commercial development in the Central Business District area to minimize conflicts with neighboring land uses and provide a more efficient business environment.
- Limit Industrial Development to designated areas.

**GOAL: ENCOURAGE AN IMPROVED ENVIRONMENT FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENT.**

Policy Recommendations:

- Develop a cooperative relationship between local government, businesses, service organizations, and private developers.
- Discourage incompatible land uses in the district through proper land use controls.
- Coordinate public improvements with planned private investment as a catalyst for

private investment.

- Encourage both commercial and industrial development in appropriate locations in the Village.
- Encourage stores and businesses to locate in the commercial core of the Village.
- Allow existing industrial facilities to operate efficiently by providing adequate public utilities and buffering of adjacent residential areas.
- Anticipate future development in cooperation with neighboring townships to promote continued economic growth and residential opportunities.
- Support community service organizations and events.

**GOAL: IMPROVE THE OVERALL APPEARANCE OF THE CENTRAL BUSINESS DISTRICT AREA.**

Policy Recommendations:

- Prepare a design plan for the Central Business District to identify public space needs and beautification.
- Complete an inventory of business types, and conduct a market survey to determine consumer needs, attitudes, spending patterns, and market preferences.
- Provide amenities, such as street lighting, landscaping, signs, street and sidewalk improvements, and other amenities, to foster a more pleasing environment.
- Study the parking and circulation conditions in the Central Business District area to identify alternatives to the present parking situation and consider making improvements to improve the general appearance and access.
- Unify streetscape and storefronts with cohesive and compatible architecture to enhance the architectural statement of Central Business District buildings.
- Regulate the size, location, and appearance of signs to lend order to the Central Business District environment.

**GOAL: IMPROVE AND MAINTAIN HIGH-QUALITY PUBLIC SERVICES TO MEET THE NEEDS OF A GROWING COMMUNITY.**

Policy Recommendations:

- Closely monitor all public services and provide for adequate capacities to serve future demands as necessary.
- Provide street improvements where necessary and plan for future streets as necessary.
- Expand and improve sidewalks where appropriate.
- Expand and improve the curb and gutters in the Central Business District and install where appropriate.
- Coordinate public services between the Village, county, and township whenever possible.
- Prepare and adopt design standard guidelines for roads, utilities, and other improvements proposed by developers, public utilities, and the Village.

## **CHAPTER 6**

### **COMMUNITY FACILITIES**

Efficient and affordable utilities and facilities, such as roads, sanitary sewage disposal, water supply, storm water drainage, fire and police protection, parks, and schools, are necessary to encourage continued economic growth and to protect the public health, safety, and welfare of Village residents. The community's ability to attract high-quality residential, commercial, and industrial development is greatly enhanced with adequate public utilities and facilities. Proper planning for facilities and services ensures that needed improvements and services are available to serve projected growth. Public planning can also reduce the costs of providing such facilities and services by coordinating development and services, thus, utilizing the existing and proposed improvements to the greatest extent.

The policies in this chapter set forth the Village's approach to assuring adequate facilities and services. Public facilities and services should be provided at levels necessary to support the growth and development planned for residential, commercial, and industrial areas.

It is believed that identifying needs and setting spending priorities for facilities and services is of prime importance. Additionally, public improvements and services would also be considered when regulations are adopted and when individual land development proposals are reviewed. The Planning Commission will carry out its responsibility for adequate facilities and services by planning for needed facilities and services through a detailed six-year capital improvement program. In general, public spending for facilities and services would be as follows:

- Maintain or upgrade existing facilities and services where necessary to serve existing development at appropriate service level standards.
- Upgrade facilities and services within existing service areas at higher service levels.
- Extend new facilities to serve development outside the existing service area at appropriate levels as necessary, with annexation.

## TRANSPORTATION

In residential neighborhoods, automobile traffic should be light, with slow speed limits and minimal or no truck traffic. Access streets in commercial and industrial areas provide convenient vehicular and pedestrian access to businesses for shoppers, employees, and service vehicles. Design standards for local access streets would:

- Avoid difficult driveway approaches, and require driveway permits.
- Provide safe intersections and access points at a safe distance from intersections to avoid traffic conflicts.
- Allow safe, convenient, well-maintained pedestrian and bicycle routes and travel areas.
- Support existing and planned future road facilities.
- Minimize storm water runoff and site disturbance during construction.
- Provide safe vehicular access and turning movements to and from driveways and parking lot access points.
- Provide curbs and gutters or other devices for drainage control.
- Provide durable landscaping and street trees.
- Ensure adequate road width, turning radii, and sight distances for large truck traffic in industrial areas, and maintenance trucks on all streets.

Free and safe movement of vehicles is a major concern in street design standards. At higher densities, sidewalks or improved walkways and clearly marked crossing points are essential for pedestrian safety. Local access streets, often used for bicycle and pedestrian travel, provide safe access to residential areas.

### **Bikeways**

On-street bikeways bring enormous benefits to both the cycling and non-cycling public. Bikeways create opportunities to incorporate exercise into ones daily routine reduce noise and bring air and water quality benefits. They use public dollars efficiently by reducing road maintenance costs and increase the carrying capacity of the transportation system. Bikeways improve safety for all users, bicyclists feel they have a safe space on the road and tend to be more law-abiding, and motorists are placed at greater ease knowing where bicyclists are apt to be. Bikeways also help motorists to be aware of the

presence of bicyclists and their right to be on the road.

Bikeway planning and implementation can be relatively simple and inexpensive, as when a public works agency includes bikeways as part of new roadways or re-stripes a roadway with bicycle lanes during a routine resurfacing. Bikeways can also be complicated and costly, particularly in built urban environments and where terrain or natural features require expensive design options.

National guidelines for the planning and design of on-street bikeways are provided through the American Association of State Highway Transportation Officials (AASHTO). Standards for signing and striping of on-street bikeways are also available. The Village should develop innovative design standards and guidelines for on-street bikeways, shared lane markings, bicycle-only traffic signals, color bike lanes at intersections, and bicycle boulevard treatments.

The appropriate treatment for on-street bikeways depends on motor vehicle traffic volumes, speeds, street width, topography, presence and use of on street parking, and type of traffic (e.g. presence of truck traffic.) The selection approach varies considerably. Some communities might provide on street marked bicycle lanes on all collector and arterial streets, and use wide curb lanes and signage on local streets.

It is recommended that the Village develop a comprehensive bikeway network through a combination of bicycle lanes, neighborhood bicycle boulevards/routes and off-street shared paths, through a bicycle master planning process. This is clearly the most effective way to increase bicycle use and improve safety, but is obviously beyond the scope of this Plan.

Bikeways should link the Pere Marquette Trail to other recreational and institutional areas in the Village. In some cases, streets should be widened to link schools, parks, and other commercial and institutional nodes.

### **Rights-of-Way**

In many communities, local streets have a minimum standard right-of-way width of 66 feet to accommodate the roadway, transit-related improvements, sidewalks, and utilities

necessary for existing and planned development. Many of the streets in Baldwin have the standard 66-foot right-of-way, and several have rights-of-way of 80 or 120 feet in width. Several Village streets have less than the standard 66-foot right-of-way. They are typically 50-feet wide and in some cases even narrower. **Figure 12 - Street Right-of-Way Widths** displays the various street widths for all Village streets. A few dedicated rights-of-way have not yet been improved as actual streets. However, most Village rights-of-way have been developed. A goal of this Plan is to either vacate or improve all existing Village rights-of-way. In residential neighborhoods, it is desirable to maintain the standard minimum of 66 feet for all residential streets.

Local access streets will be required in areas planned for residential development that are currently undeveloped. The cost for providing these new streets should be provided by the developer and become dedicated public roads meeting Village standards. In some cases, where streets or rights-of-way have been in existence for many years the Village may decide to make the improvements. The layout of these roads should generally be in the traditional geometric grid shape to conform to the existing pattern in the Village. A curvilinear fashion may be used to maximize the developable area in more environmentally restrictive or difficult sites.

### **Parking**

The Village should consider the development and ownership of municipal parking areas and obtain additional adjacent land for buffering and future expansion. The existing private parking areas along Michigan Avenue could be acquired and expanded. Parking areas should be nicely landscaped and defined, with internal islands, exterior curbing, and adequate room for maneuvering.

For residential streets, on-street-parking areas may be used to accommodate occasional "overflow" parking by visitors or service vehicles. Design constraints dictate that on-street parking should be parallel to the street but angled parking may be acceptable in some situations where feasible. Commercial and multi-family parking needs should be accommodated off-street and as close as possible to the buildings being served. Single-family residential development may be accommodated both on street and off-street.

### **Road and Street Improvements**

Streets should be inventoried regarding their physical condition and prioritized for severity and need for repairs. This would include everything from potholes and soft shoulders to complete reconstruction and storm drainage improvements. Street trees, bikeways, sidewalk improvements, and improved lighting should be considered in all street improvement projects.

### **Street Beautification**

Michigan Avenue was improved in 2001 to provide better definition near the Central Business District, including items such as improved sidewalks, lighting, trees, banners, burying overhead utility lines, and new street amenities. An expanded project might also include similar treatments to north and south Michigan Avenue and east US-10. A signage program might be initiated that would include directional, informational, and historical signs in addition to street signs. New sign poles and fixtures can produce a noticeable impact. Many of these structures combined with pedestrian lighting or streetlights, can serve multiple functions for holding displays, placards, banners, decorations, etc.

## **WATER SUPPLY**

Newly constructed water mains, wells and elevated storage improvements were installed in 2004. It is recommended that the water main be looped wherever practical and not contain dead-ends. In general, water mains should be a minimum of 8-inch-diameter pipe. Wellhead protection measures should be implemented at well sites following subsurface analysis of the aquifer's depth, direction of flow, etc. Protection zones should prohibit such activities as chemical storage, tile fields, gas stations, and industrial or commercial businesses that use, transport, or manufacture chemicals or toxic substances of any kind.

## **SANITARY SEWERS**

A Sanitary Sewer system installed within the last 10 years serves the developed areas of the Village much the same as the water system. However, expansion of the system outside the Village could be desirable in certain cases. In general, the following criteria



should be applied in considering any expansions to the sanitary sewer system:

- Land use plans and zoning for urban uses and densities support the proposed system.
- Improperly maintained individual septic tanks and drain field systems.
- On-site wastewater disposal methods are not feasible, and water quality is threatened by the presence of potential health hazards resulting from inadequate wastewater disposal methods.
- Expansion of the Sanitary Sewer system is technically feasible within the proposed area, and could be practical if determined to be financially feasible.

## **STORM DRAINAGE**

It is believed that natural drainage systems have many important functions, including storing and regulating storm water flow, purifying surface water, recharging groundwater, transporting water, and supporting important biological activities. Alteration of natural drainage systems results in public costs and can result in environmental degradation, including flooding, erosion, sedimentation, and damage to water quality and habitats elsewhere in the system.

Changes in land uses can have significant effects on water quantity and quality. Increasing impervious surfaces through building and parking lot construction can add significant amounts of storm water to an already unpredictable storm drainage system. Sedimentation from ground disturbed by grading, development, and farming can reduce storm water flow, fill wetlands, and smother aquatic life and habitat. Surface water runoff from developed areas can carry pollutants, such as oil, heavy metals, garden chemicals, and animal wastes into the water system.

The most direct and effective approach to protect water quality and prevent flooding is to control surface water runoff. Development can be required to prevent significant runoff and water quality problems. The Site Plan Review process outlined in the Village's zoning ordinance should ensure that new, large-scale development does not increase the amount of storm water discharging from the site. Adequate storm water retention and detention basins should be required to help stabilize surface water flows.

The stormwater drainage system, which flows into the Baldwin River, eventually discharges into the Pere Marquette River. The Village's drainage system should be designed to drain specific low areas and to minimize flooding potential and should be continuously monitored to determine areas in need of improvement.

The plan recommends that the entire drainage system be studied to identify potential problem areas and determine future required improvements (see the Stormwater Management section in the Policy and Management Recommendations Chapter).

## **PUBLIC AND PRIVATE UTILITIES**

This section contains policies to guide the Village in: (1) the operation and regulation of utilities; (2) allocating public funds for utilities; (3) approving or denying private development proposals; and (4) reviewing utility services and facilities provided by other public agencies and the private sector.

The following general guidelines should apply to all utilities:

- Utility plans and proposals should support and be consistent with the Village Comprehensive Plan.
- Utilities should be designed, located, and constructed to avoid significant adverse environmental impacts and to protect valuable environmental features.
- The Village should consider utility placement design standards to encourage consistent location of utilities within the public right-of-way to establish consistency and efficiency with utility expansions and upgrades.
- Where utilities are inadequate to serve existing development, necessary improvements should be provided.
- Utility capital improvement programs should give priority to improving systems with significant inadequacies.
- Plans for utility service should be consistent with long-term, development policies in low-density areas.
- Whenever possible, utilities should use utility rights-of-way.
- Underground utilities should be grouped together and easily accessible for maintenance, repair, and additions.
- Power and telephone wires should be installed underground.

- If necessary, aboveground utility installations should be designed and located to minimize unsightly views and environmental impacts.
- Power and telephone poles should be as far from right-of-way centerline as possible.
- Above ground utility improvements outside public rights-of-way should be required to submit plans for approval to the planning commission.
- Utility easements outside of right-of-way should be discouraged or use property lines and property perimeters.

## RECREATION

Convenient and worthwhile recreational opportunities are a vital component of the Village's growth. Recreation plays an increasingly important role in a family's decision to move to a community. In addition, recreational facilities provide an opportunity for entertainment, giving people within the community constructive leisure time. The role of the Village Comprehensive Plan in recreation is to identify recreation deficiencies and needs and to suggest facility improvements.

Village recreational facilities are divided into two classifications: (1) neighborhood parks and playgrounds, and (2) community parks. A summary of these park classifications is provided below:

1. Neighborhood parks and playgrounds are areas for intense recreational activities, such as field games, court games, and playgrounds. Neighborhood parks should be easily accessible to a neighborhood population, centrally located, with safe pedestrian access. The service area should be approximately 1/4 mile.
2. Community parks are passive and active recreational areas serving the entire community. Community parks are generally larger and may provide passive recreation, such as walking trails, seating areas, skating, and picnic areas. Service areas for community parks should be within 2 miles.

For the purpose of this plan, the MDNR's recreation standards will be used. These standards are shown in the following table:

TABLE 9 RECREATION AREA STANDARDS		
<u>Desirable Recreational Area</u>	<u>Service Size Area</u>	<u>Acres per 1,000 People</u>
Neighborhood Park	1/4 Mile	1.5 to 2.0
Community Park	2 Miles	2.0 to 3.5

Source: U.S. Census Bureau

## RECREATION INVENTORY

There are four outdoor recreational areas in the Village, each one uniquely different. Two are owned and operated by the Village, one by the State of Michigan and the other owned and operated by the Baldwin Public School System.

Hollister Park is considered both a neighborhood and a community park, as it serves the entire community and is readily accessible by pedestrians and nearby neighborhoods. It is within convenient walking distance of most of the residential areas of the Village. Hollister Park, however, does not function as a town square or Village green. The primary gathering place for festivals and celebrations is the downtown parking areas.

These recreational facilities, and the state trail, are shown in the following table:

TABLE 10 RECREATION INVENTORY		
<u>Facility</u>	<u>Number of Acres</u>	<u>Existing Facilities</u>
Hollister Park	3.15	Softball Diamonds/Playground Equipment, Picnic Pavilion, Restrooms, Grills, Tables, Benches
Baldwin Community Schools	10.25	
Pere Marquette Trail	1/2 Mile	Gravel-Surfaced Trail

Source: U.S. Census Bureau

## RECREATION NEEDS AND ACTION PLAN

Based on the MDNR's standards found in **Table 11 - Recreation Standards**, there is adequate total acreage in the Village for community parkland; however, there are no developed neighborhood playgrounds. Consideration should be given to establishing a neighborhood park in each of the four quadrants of the Village so that it is not necessary to cross major roads to get to a neighborhood park.

The service area of Hollister Community Park serves virtually the entire Village. However, all of the Village's recreational areas should be connected, by pedestrian ways such as sidewalks and bike paths, with the existing and proposed residential areas throughout the Village.

The Village's Recreation Plan should encourage a variety of recreational programs to provide opportunities for all user groups. It should be based on an established line of communication to encourage public awareness and involvement in the recreation process. In general, broad plan goals should include the following:

- Work with Community Education, the business community, service organizations and private individuals to promote programs and events for Village and community residents.
- Use news releases to the media regarding programs and facilities and overall public relations.
- Ensure that a Recreation Plan meeting the MDNR's guidelines, has been approved, and is on file with that agency.

The recreation plan should consider the development of recreational trails for bicycling, running, and in-line skating. These could be conveniently developed using local road rights-of-way. Trails of this type can be developed to link local trails with the Pere Marquette trail, and other parks.

According to the MDNR, the following standards apply for local recreational opportunities, based on the population of the community. According to these standards, the Village has no identified deficiencies in facilities.

TABLE 11 RECREATION STANDARDS			
<u>Recreational Opportunity</u>	<u>Standard</u>	<u>Actual</u>	<u>Deficiency</u>
Ball Fields	1/3,000	2	0
Basketball Courts (Outside)	1/5,000	4	0
Picnic Tables	1/200	8	0
Playgrounds	1/3,000	1	0
Tennis Courts	1/4,000	2	0
Hiking Trails	1/5,000	1	0
Outdoor Ice Rink	1/20,000	0	0
Soccer Fields	1/10,000	0	1
Volleyball Courts	1/10,000	0	1
In-line Skate Park	1/10,000	0	1

Source: U.S. Census Bureau

However, it is felt that Hollister Park should be improved with needed park improvements. Efforts should continue to improve and expand Hollister Park. This facility has broad appeal and potential utilization from a variety of users, but lack of visibility impairs greater use. Crosswalks should be added from all directions, parking should be improved, the pavilion expanded, and the lighting system improved. Signs directing people to the park would also be helpful.

In addition, vacant parcels within residential areas would be excellent locations for small "pocket parks" or "play lots". This would include the areas between the Central Business District and higher-density housing. Neighborhood playgrounds might also include sidewalks, benches, landscaping, drinking fountains, play equipment, and parking areas.

The Baldwin Downtown Development Authority has proposed the funding of a Baldwin River RV Campground. Such a facility would attract RV campers into downtown. A modern RV campground could do much to increase the recreational aspects of the downtown. There are several large parcels of vacant land, along the Baldwin River east of M-37 and south of 8<sup>th</sup> Street, currently in a variety of ownerships (including the

MDNR), that could be ideally used as campgrounds. Improvements that might augment a campground near downtown include coordinated amenities such as walking and hiking trails to downtown businesses, parks, the rearing ponds or other nearby entertainment spots. Pedestrian connections between the campground and other potential tourist sites and attractions should be developed, such as along the wetlands adjacent to the former MDNR rearing ponds along the River. The 30 acres of MDNR land south of the rearing ponds is one parcel that could be used for this project. A campground of this sort might accommodate 25 to 30 sites.

Other projects that might help enhance the recreational aspects of the Village include an ice skating rink, and a new band shell located in an open-air grassy setting.

The Village should ensure that an approved Recreation Plan meeting the MDNR's standards is prepared and kept up-to-date to apply for state and federal grant monies. The Land and Water Conservation Fund and the Michigan Natural Resources Trust Fund are the two possible funding sources for land acquisition and/or facility development. When applying for state grant monies for recreational facilities, those recreational opportunities determined to be deficient would receive greater consideration.

It may be prudent for the Village Council to establish a Park and Recreation Commission to oversee park and recreation operations and facilities. While this is not mandatory, it may be the best way to manage the implementation of a Park and Recreation Plan. However, the Planning Commission could function as the Parks and Recreation Commission.

## CHAPTER 7

### COMMUNITY DEVELOPMENT AND HOUSING

Community development is important to Baldwin Village to accomplish successful future growth. A strong economy is a key ingredient to a high quality of life, and quality of life is an important determinant of successful economic growth. It is vital that jobs and adequate housing exist for new families relocating to the Village and existing families choosing to stay in the community.

Community development should be accomplished in cooperation with business and industry. It is typically accomplished by using one or more of the following techniques:

- Marketing and promoting the community
- Improving the community's business climate, reputation, and receptivity to business
- Providing public financing or incentives to make projects attractive, feasible, and competitive
- Providing or improving land and services
- Providing an initial package of economic development information to prospective businesses
- Improving and enforcing local development regulations

The Village has already accomplished significant economic development projects. It has a successful Central Business District and, the Downtown Development Authority has used tax increment financing monies to provide needed infrastructure improvements for continued economic expansion. The Village should establish close working relationships with state and regional community development agencies, such as Five-Cap and the Michigan Economic Development Corporation (MEDC).

This chapter will discuss methods by which the Village can expand on its achievements to help ensure continued community vitality. Two important components will be to:

1. Provide adequately zoned land areas to meet the housing needs for those employed locally.



2. Maintain the quiet and tranquil quality of life to which the residents of the community are accustomed. This quaint, tranquil residential character should be emphasized as one of the tools in the marketing of Baldwin.

## **LAND AREA NEEDS**

One of the most effective means of encouraging economic growth is to provide needed public improvements (i.e., sewer, water, and roads), appropriate zoning, and annexation or, more recently, P.A. 425 Land Transfer Agreements. The future land use map **Figure 13 - Future Land Use** identifies the most appropriate areas for future development and establishes public improvement priorities for these areas. Not all of these areas are within the current Village limits. This infers a need to communicate and coordinate future development and land use regulations with the owners of property adjacent to the Village. Areas intended for commercial, industrial, and higher-density residential development should be provided with adequate public services to enable and encourage growth.

The need for additional industrial land within the Village may be marginal. The Future Land Use map provides for incorporating much of the existing industrially used land as the future industrial location. This area should be provided with complete public services. The planning for these services should be done with a community-wide capital improvement program to determine if other higher-priority projects should be funded first.

## **FUTURE GROWTH AREAS**

The plan recommends future land development consistent with current locations and historical precedent. Commercial development should be centrally located and consolidated within the community in what is the traditional core business area. Increased commercial development would enhance the ability of residents to purchase more goods and services without having to drive long distances.

Industrial development has been limited to a few isolated sites. It is expected that industrial demand will be limited. However, new industrial development should be

developed according to measures in the site plan that ensures groundwater protection to the maximum extent possible. Industrial development should be encouraged, although only in areas suitable for new industrial growth. Industrial development and the conditions that make industrial development attractive should include grants for infrastructure improvements, tax abatements, and industrial search and retention programs.

Additional land area needs may be provided through annexation or P.A. 425 agreements to acquire additional land for future expansion of community facilities and housing. The Village is capable of providing a higher-quality public infrastructure, such as sewer, water, and roads, and can regulate growth when land is incorporated. Annexations may be accomplished through purchase agreements, petition, or the local legislative body, depending on what body is initiating the annexation action and the amount of local support.

A feasibility study for incorporation as a City was completed in 2004 and the recommendation was that incorporation would be advantageous. The Planning Commission supports that recommendation.

## **HOUSING DEMAND**

Population projections indicate the need for approximately 45 additional dwelling units in the Village by the year 2010; with another 52 by 2020 (see chapter 4, trends and projections). Assuming a density equivalent to four units per acre, this number of units will require up to 25 additional acres of residential land.

While much of the existing housing stock is in excellent condition, some is only of fair to moderate and even poor quality. Residential blight can be the result of absentee ownership, poor rental climates, age of housing, and lack of neighborhood amenities, poor housing market, or lack of neighborhood pride. To avoid residential blight in the future, the Village should be aware of housing stock deterioration and be prepared to respond effectively. Once blight occurs, it is difficult to overcome. One technique that may be effective in combating this problem is the creation of legal non-conforming lots through an increase in required lot sizes, building setbacks, and minimum building sizes.

Small lots that do not meet minimum lot size standards should be corrected upon change in ownership or when vacant homes become public nuisances and can be condemned.

In the northeast quadrant of the Village near Bush Lake, there are a disproportionate number of undersized lots. This condition makes it difficult to obtain reasonable building sites. The streets in that area also have narrow rights-of-way and lack adequate spacing. In areas where lots are undersized, they should be combined to meet lot size requirements that then become legal conforming lots. The Village could assist property owners in the acquisition of adjacent lots to create larger combined lots.

In addition to the quality of the housing stock, there is a shortage of available homes and home sites. This plan recognizes this need and provides land for additional single-family housing opportunities. The plan also provides for alternate housing such as small-lot higher density home sites and multi-family housing.

An expanded and improved housing environment is an important economic development consideration. Business owners and investors searching for a community will require adequate local housing options for its employees. It is recommended that the Village take advantage of the Neighborhood Revitalization Act to create a tax-reduced environment to stimulate residential investment in certain neighborhood areas. The neighborhood areas that might best benefit from such a program are identified in **Figure 14 - Neighborhood Revitalization Areas**. If the Village determines that residential blight is occurring, it could adopt a housing maintenance code or participate with programs available from the Michigan State Housing Development Authority (MSHDA) to prevent further deterioration. Ultimately, the Village will benefit through an improved property tax base and state revenue sharing.

## **RESIDENTIAL GROWTH**

The primary land use requiring attention is residential. There are very few building sites available for immediate use and future growth may create a housing shortage. Future housing needs within the planning period can most likely be met on land within the current Village limits. Vacant land exists in large quantities within the Village. Most are

large parcels that would necessitate subdivision before development, while others are unbuildable due to their small size, or lack of access. (**See Figure 6 - Size of Parcels**)

There are several large tracts of land, within the Village, that would be ideal locations for expanded residential developments. The first area, located in the northwest of the Village, would be ideal for residential use. This potential area for growth is approximately 60 acres.

Another area is located in the northeast quadrant of the Village. However, much of this land has been subdivided into extremely small parcels. This area would be appropriate for higher density single-family residential use, and would provide excellent housing opportunities, but the parcels would first have to be consolidated into reasonably sized building sites. This area is approximately 50 acres in size. These areas should be sufficient to provide adequate land for housing for the near future. The Future Land Use map indicates these areas for future residential usage. (**See Figure 13 – Future Land Use**)

## **MARKETING THE COMMUNITY**

Marketing the community is a vital step in the community development process. To attract future investment, developers and business owners must be aware of the positive character and other amenities that the Village has to offer. Important information should be effectively communicated to potential business investors and entrepreneurs. The fact that US-10 has the highest daily traffic count in Lake County is an example of the type of information that could be communicated. The Village should develop contacts with local and regional economic development bodies, such as the Michigan Economic Development Corporation, agencies of Lake County, or other local units of government. A formal Market Study should be undertaken and implemented with the participation of interested parties such as the DDA, Village Council, Chamber of Commerce, and the business community. It is important to note that successful economic development involves adequate well-funded management and operations. Some key recommended implementation activities include:

1. Brochure - The Village may wish to develop an attractive brochure and an

Internet Web page featuring the assets of the Village as a tool to attract developers to the area. The brochure should include the following information:

- A map of the Village, including attractive photographs
- A list of existing employers in the Village
- Labor market information
- Available municipal services
- Tax information
- A list of available commercial, industrial, or residential sites
- A Village Comprehensive Plan summary
- Other relevant information, such as housing, transportation, and recreation

The brochure may be incorporated into an organized marketing process where specific "target" potential investors are contacted and made aware of the Village. The most appropriate target audience would be those that would blend well with existing conditions in the Village and relate well to the overall image of the Village.

2. Internet Web Page - With the advent of the information age, the Village should consider development of an Internet Web page. A Web page could help promote community events such as the annual Troutarama Festival, Blessing of the Bikes, and provide important facts about the Village. It may be advantageous to obtain a digital camera and to appoint someone who would be responsible for updating and monitoring the page.

## **FINANCING**

Perhaps the most important community development tool is ensuring that there is adequate financing for the capital improvements necessary to accommodate growth. Grant money can be used to assist the Village in expanding the infrastructure or assisting businesses. This type of creative financing should be pursued to maximize community development potential.

The Village (perhaps through the DDA) should be receptive to providing financing to

assist new commercial or residential developments with financing. The Village should ensure that its ordinances meet its goal of encouraging growth.

Many State programs offer economic development assistance to local units of government. The Community Assistance Services division of MSHDA can help with:

- Brownfield Redevelopment
- CDBG Grants
- Economic Development opportunities
- Neighborhood Revitalization Areas

## CHAPTER 8

### LAND USE COMPONENT

To reduce the cost of community services and to encourage a compatible land use pattern, it is recommended that commercial, industrial, and higher-density residential development take place in select areas of the Village. The proper location of land uses will provide the greatest long-term benefit to the community and its residents. The future land use map **Figure 13 - Future Land Use** demonstrates the intended areas for future growth and development. A primary goal of the plan is that residential neighborhoods should be protected from incompatible land uses. This section provides guidelines for the location of various land use activities based on the needs of the Village.

#### RESIDENTIAL AREAS

Residential development should incorporate proper site planning. It is important that developments protect ground and surface waters and natural features. They must demonstrate that adequate measures or adequate plans are in place to protect ground and surface waters and those development characteristics accommodate natural features.

The Village Comprehensive Plan calls for residential development patterns that make efficient use of land and public services. The plan encourages a variety of affordable housing choices. Population projections **Table 8 – Population Projections** indicate approximately 263 additional people or roughly 124 additional housing units by the year 2020. This translates into a need for approximately 31 acres of additional land for residential development, based on an average density of four units per gross acre. This land should be primarily located within or adjacent to residential areas, as shown in the future land use map.

A variety of low, medium, and high-density housing opportunities should be added to the existing housing stock. The demand for housing should be met by senior citizen housing and primarily low to medium-density single-family homes. Single-family housing sizes should be greater than 1,100 square feet in size, with multiple-family units ranging from 600 square feet for studios to 900 square feet for three bedrooms. Single-family homes should be a minimum of 24 feet in width.

Demand for mobile home development within the Village does not seem strong. The Village should discourage singlewide mobile homes in areas other than mobile home parks. Mobile homes on individual building lots must be treated the same as site built and modular homes; however, a housing maintenance code should be implemented for older homes. A housing maintenance code would require that homeowners maintain residences so that there are no broken windows, steps, missing siding, etc. Mobile home parks should be separated from all other residential areas and should be served by complete public improvements.

Home occupations can vary a great deal in scope and type. In many rural areas property owners run businesses out of their homes, garages, outbuildings, and barns. In more urban settings with greater densities, home occupations become a much more sensitive issue. Home occupations, such as sole proprietorships, having an office in their basement, that do not have customers, are probably suitable for most neighborhoods. Businesses more intense than home offices should be allowed as Special Land Uses and have standards regulating signs, parking, and the extent of the principal and accessory structures used for such businesses. Businesses featuring retail sales or uses that are not really "home occupations" should be prohibited. These types of businesses should be required to locate exclusively within the commercial business district where they can be fostered and grow in a retail climate.

Much of the study area has been set aside for residential uses and proposed for three levels of intensity. **Figure 6 - Size of Parcels** illustrates the range of parcel sizes throughout the Village. It is particularly important to note the smaller parcels within existing neighborhoods and the larger parcels that may eventually make themselves available for expansion and development. The intent, character, and proposed densities for all of the proposed development areas are discussed below.

#### **Low-Density Single-Family Residential**

Outlying open space, large vacant parcels, and very low-density housing characterize low-density, single-family residential areas. Areas not entirely suitable for development due to the presence of wetlands, floodplain, high water table, drainage characteristics, or other natural restrictions or characteristics would typify this density and type of



development.

The anticipated density is very low, with lot sizes greater than 1/2 acre. Minimum lot sizes, therefore, should be between 15,000 and 20,000 square feet if served by sanitary sewer and public water, but would otherwise generally exceed 40,000 square feet in size, and may range to several acres in size. Anticipated lot widths would be in the 120 to 150 foot range. Single-family dwellings in this area should be a minimum of 1,200 square feet in size.

The plan proposes that the fringe areas to the east, south and west of the current Village limits, and those portions of the Village southeast and southwest and the extreme northwest corner of the Village as the preferred location for low-density developments. These areas are suitable for lower density development because they are more remote from currently higher density development and there exists a general lack of streets and infrastructure. Environmental and natural constraints such as wetlands, floodplains, and the Baldwin River also make these areas logical for lower density development.

#### **Medium-Density Single-Family Residential**

Medium-density single-family residential areas consist of most of the existing residential areas of the Village. In the future, the area in the northeast of the Village, east of Sheridan Street, would be a good location for medium density single-family residential development. Properties are characterized by smaller lots and have access to existing public roads. Single-family dwellings constitute the primary principal uses in this area. Duplexes could be allowed in this district and home sizes should not be less than 1,100 square feet. A fully developed range of public services already serves the majority of this area. The proposed density of 3 to 4 units per acre is approximately 12,000-15,000 square-foot lot sizes. Anticipated lot widths would be expected to be in the 80 to 120 foot range.

In the future, all residential neighborhoods in the Village should have sidewalks and paved roads. Favorable conditions for development should be established by combining smaller lots to meet the Villages housing needs. One way to accomplish this would be for the Village to acquire some of these smaller lots, then sell them for larger scale development at less than market value in exchange for favorable site restrictions and

design criteria.

### **High-Density Single-Family Residential**

This residential development area is intended to provide for higher-density, single-family residential developments. They are typically located adjacent to existing higher-density residential uses. Anticipated densities may be 5 to 6 units per acre, providing the appropriate public services are available. Duplexes could be allowed in this district and home sizes should not be less than 1,000 square feet.

The northeast portion of the Village, between Sheridan and M-37/US-10, is currently very small-lot residential and vacant land. This area is adjacent to residential development to the north in Webber Township and along Bush Lake and has good access to US-10/M-37. There is adequate acreage for residential development and this area may be a good place for higher density single-family development. Improved access could enhance the potential of this property by widening some streets and eliminating others. It is an area large enough to provide approximately 60-80 home sites approximately 8,000 to 12,000 square feet in size. Anticipated lot widths would be expected to be in the 60 to 80 foot range.

### **Multiple-Family Residential**

The multiple-family residential intensity level is intended to provide for higher-density, residential developments. They are typically located adjacent to existing higher-density residential uses and multi-family housing separated to the extent possible from lower-density, single-family areas. Possible uses in these areas are apartment complexes, condominiums, duplexes, apartments, townhouses, or any combination of these housing types, senior citizen housing, and nursing homes. Anticipated densities may be up to 15 units per acre, providing the appropriate public services are available.

There are currently three facilities in the Village meeting these criteria; (1) Oakwood Manor, (2) Kahlil Estates Apartments, and (3) Grand Oaks Nursing facility, all located in the area immediately northwest of the Central Business District (CBD). They are adjacent to institutional and commercial development along Washington Street and Michigan Avenue and have good access to US-10/M-37. While there appears to be adequate acreage for higher density multiple-family development, the area south of

Washington Street to Carrs Road may also be appropriate for this type of development.

## **COMMERCIAL DEVELOPMENT**

Commercial development is necessary to provide goods and services to the Village's growing population, to provide employment opportunities, and to contribute toward a stable tax base. The role of this plan is to establish general criteria for commercial growth areas, encourage compatibility with neighboring uses, and to ensure that public facilities and services are adequate to support the area.

Compact groupings encourage pedestrian activity and reduce conflicts with neighboring uses. In addition, businesses generally prefer locations near similar and supporting businesses. Commercial areas should be designed to use existing public improvements. Existing vacant lots and buildings should be utilized before expanding into adjacent residential areas. Occasionally, sites might be acquired by the Village and temporarily developed as small or medium-sized parks or open space settings that provide an aesthetic dimension until it is required for development. Residents and business owners share in the economic development process.

It is the intent of this plan, then, to encourage commercial growth in appropriate areas, separated from residential uses as much as possible. However, commercial development requires a variety of services and can result in traffic and parking demands and the need to introduce public parking, improve street lighting, and provide water and sewer services. Furthermore, the existence of commercial development attracts additional commercial activities. By consolidating commercial development, public services can be provided more economically, and land use conflicts can be minimized.

The Future Land Use map designates two commercial areas in the Village. The primary commercial area is the existing Central Business District. The secondary commercial area is along US-10. This is an area for what might typically be termed "highway/commercial" land uses intended for larger-scale and higher-intensity land uses serving the motoring public that would be inappropriate in the Central Business District.

### **Central Business District**

It is important to the vitality of the entire community to maintain property values in the Central Business District (CBD), as illustrated in **Figure 13 – Future Land Use**. The Village can accomplish this in large part by promoting economic growth through financing public improvements. Public improvements yield benefits to the public and attract business and industry, particularly when new facilities are important to new investments. Higher quality public and private investments maximize and perpetuate long-term benefits.

The existing Central Business District (CBD) is expected to continue as the major commercial activity center providing jobs, goods, and services close to the major residential neighborhoods of the Village. It is the objective of the Plan to enhance CBD conditions, assist new businesses to locate and existing businesses to relocate or expand, and to improve the overall quality of that part of Village life. The plan for the CBD should include a comprehensive approach to proposing projects that support local goals, protect and assist businesses, and ensure the type of growth that will enhance the overall quality of the area.

The general goal for the CBD is to enhance the overall image and character of the area by financing critical public improvements. Activities encouraged in the CBD include general retail stores and services, restaurants, local government services, specialty shops, and professional offices. This area should serve as the major commercial service area of the Village to support existing commercial establishments and to maintain the historic character.

The appearance and efficiency of the CBD are an essential component of a healthy business environment and necessary for the continued economic growth of the entire Village. The CBD should maintain a strong identity with quality parking and an attractive leisurely atmosphere. The limits of the CBD could be expanded and efforts should be made to redevelop abandoned, underutilized or vacant properties. These properties should be inventoried and made available for resale. The Village should establish incentives to encourage the creation of new businesses. One element that could serve as an incentive would be to allow the second stories of buildings to be used as dwellings. This has the advantage of putting unused space to good use, provides

businesses with customers nearby and adds an element of security via the presence of people.

### **Highway/Heavy Commercial**

The secondary commercial area is along the entire length of US-10. This is an area for what is termed “highway commercial” or “heavy commercial” land uses intended for larger-scale and higher-intensity land uses serving the motoring public that would be inappropriate in the Central Business District. The policy on highway/heavy commercial development should be well thought out and coordinated with township planning and zoning efforts. Over time the coordinated development policies must be monitored for effectiveness. New commercial areas outside the current Village limits could be considered with an orientation toward these types of “heavy” or “highway” commercial enterprises such as outdoor sales and service establishments, tire stores, quick oil changes, lumber, hardware, auto repair, implement sales, and mini-storage facilities. Other typical uses in this type of commercial area include, motor vehicle sales and services, outdoor recreation establishments (miniature golf, go-carts, batting cages, driving range, etc.), warehousing, hotels, and fast-food restaurants. These areas allow for commercial activities intended to supplement the Central Business District. The area along US-10 especially east of M-37 may be suitable for this type of land use. For that, and other reasons, the township's assistance will be critical to the implementation of this plan. Commercial development in this location should be consistent and complementary to the expansion of commercial development within the CBD. This would ensure that the commercial areas themselves are not competing with each other, but rather, are complementary and providing groupings of similar and compatible goods and services.

## **INDUSTRIAL AREAS**

Manufacturing businesses can play a role in the economic strength and prosperity of a community and provide both employment opportunities and tax base. An important aspect of the industrial component of this plan is guidelines for industrial uses regarding public services and adjacent land uses.

Industrial activities should be located:

- In close proximity to one another
- Adjacent to major transportation corridors
- Isolated from residential and commercial areas as much as possible, and if possible downwind (in this case northeast)

Access points should be combined and limited in number to allow smooth traffic flow. This improves the flow of shipping and employee traffic, allows firms to share facilities and services, and helps reduce land use conflicts. Industrial development should have direct access to major transportation routes. There is no doubt that US-131 is the primary shipping route for the Baldwin area. Therefore, the east side of Baldwin (adjacent to US-10) would be the ideal location for industry. This also serves to minimize traffic conflicts with other parts of the community. The Baldwin airport would also be an excellent area for future industrial development, providing an alternate truck route could be developed to US-10.

Industrial areas can be desirable components of the Village without being undesirable neighbors. Industrial uses can also be made compatible with adjacent non-industrial land uses by controlling the potential off-site impacts, such as noise, odors, light, and glare. This can be accomplished through pollution-control measures, setbacks, buffer yards, fencing, landscaping, and other site-specific techniques. Landscaping and comprehensive design can make them attractive working environments and can provide a pleasing appearance compatible with adjacent, less intensive uses. Well-planned industrial areas can be attractive locations for research and development firms and light industrial activities.

Public improvements and services for industrial areas are essential to ensure an efficient business environment, to allow easy access for the community, and to make the area more compatible with neighboring uses.

Industrial developments should provide the following minimum improvements:

- All weather paved streets (sidewalks optional)

- Adequate off-street parking (for employees, visitors, deliveries, etc.)
- Adequate, well-placed signs and landscaping for streets, sidewalks, and parking areas, including perimeter screening from adjacent nonresidential uses
- Appropriate Storm water management facilities and structures
- Provision of adequate public sanitary sewer and water
- Controlled traffic access to arterials and intersections and good internal circulation
- On-site docking and loading facilities and turning areas for shipping and receiving

The industrial component of this plan proposes creation of a “Certified Industrial Park” along US-10 and abandonment of the existing 40-acre industrial renaissance zone in the southwest corner of the Village. The existing 40-acre zone would perhaps better serve the Village as low-density single-family housing. However, the infrastructure improvements proposed to support the existing 40-acre industrial renaissance zone industrial site should be undertaken anyway, to support the future residential needs of this area. These improvements include upgrading Fourth Street, Astor Road and Washington Street to all-weather roads, adequately sized water and sanitary sewers and all other underground utilities such as natural gas, telephone (fiber optic) and high capacity electric service,

The plan proposes limiting future industrial growth in the Village except for the newly proposed industrial area along US-10. This area currently features the Village’s largest industrial employer, Packaging Materials. Although some of the proposed industrial area has a high ground water table, it should be specifically developed as the primary area planned for future industrial use.

Should additional industrial land be required in the future, the plan recommends expansion to the west. A new industrial area could be developed along the railroad tracks west of Astor Road. This is an underutilized area having large parcels suitable for larger scale industrial activities. Standards should be added to the industrial approval process to ensure the highest level of protection for the residents of the Village.

## PUBLIC AND INSTITUTIONAL LANDS

Public and institutional lands are those areas intended for parks, schools, churches, and Village government buildings. Public and institutional uses include existing and proposed parks to meet the recreation needs of the Village identified in this Plan. The primary focus of the plan for public lands is to maintain existing facilities. Existing Village-owned property should be well maintained and landscaped to provide a more aesthetic appeal to residents and visitors. Public and Institutional land uses including assisted living facilities, day-care, nursing homes, and senior housing, could be located within the medium density residential areas as Special Land Uses. **Figure 7 – Public and Institutional Uses** identifies the location of Village-owned properties.

## OPEN SPACE AREAS

There are numerous areas intended for preservation, including relatively large wetland areas in and around the Village and significant tree stands or large mature trees. The Village also contains significant surface water features, floodplains and some steep slopes. These areas should be protected from development. Wetlands serve important functions, such as flood control, groundwater recharge, and water purification. In addition, they provide passive recreational opportunities and support biological habitats. These areas should be preserved in their natural state and utilized as valuable local resources for education, habitat, and recreation, while encouraging development to locate elsewhere. Development that is located within environmentally sensitive areas should meet specific setback and buffering standards.



## CHAPTER 9

### PLANNING AND MANAGEMENT RECOMMENDATIONS

Planning and management can lead to local programs that identify, incorporate, and utilize local resources to their greatest advantage in land use practices. This approach is fundamental to the Village if it is to exist as a unique place to live or visit. Planning and management guidelines can be used to maximize the quality of life and ensure a more pleasing environment. Without proper planning and management, haphazard development is almost certain to have a negative impact. By establishing a sound information base and a well-conceived plan, local officials and citizens can provide the best available means for protecting, preserving and regulating undesirable land uses and development practices.

#### TRANSPORTATION

The Village should pursue acquisition of funds or grants in cooperation with county and state agencies to improve the capacity of local streets and to ensure the adequate maintenance of all-weather truck transportation access. The Village has control and responsibility for all streets within the Village limits except for the one-mile length of Michigan Avenue (M-37), and 3/8ths mile of US-10.

The plan recommends modifications or redevelopment of the following streets and rights-of-way, as shown in **Figure 15 – Master Street Plan**:

##### **Street Vacations**

- Vacate Home Avenue
- Vacate the north and south 27 feet of Lake Street to narrow the right-of-way to 66 feet
- Vacate Lake Street west of Cherry Street
- Vacate 7th Street west of Cherry Street
- Vacate Oak and Cherry Streets between 9<sup>th</sup> Street and the railroad right-of-way
- Vacate Willow Street

### **Street Improvements**

- Widen Center Street to 66 feet
- Widen Church Street to 66 feet and extend east to Sheridan
- Widen Roosevelt Road to 66 feet
- Widen Guthrie Boulevard to 66 feet
- Widen Pine Street to 66 feet
- Widen Maple Avenue to 66 feet
- Widen Circle Boulevard to 66 feet
- Widen Prospect Street to 66 feet and extend east to join Park Street which would also be widened to 66 feet
- Pave all of Astor Road
- Pave 8<sup>th</sup> Street between Astor and Cherry

### **Obtain Right-Of-Way And Improve Street**

- Extend Denmark Street west to Astor Road
- Extend 10<sup>th</sup> Street east to Sheridan Road
- Connect 44<sup>th</sup> Street (North Street) across north Village limits
- Connect 56<sup>th</sup> Street (First Street) with Baldwin Road across south Village limits

### **Miscellaneous**

- Consider modifications to the Edison Avenue right-of-way
- Dedicate Fournier Drive as a public street
- Eliminate the northbound by-pass at US-10 and M-37, provided safety factors can be addressed

These improvements will provide improved circulation to major destination points and residential areas, open up new areas for development in the Village, and help reduce traffic along local streets.

## **GIS DATABASE AND MAPPING**

This includes the identification of accurate right-of-way dimensions and locations for streets, highways, and the Pere Marquette Trail (formerly the C&O railroad). This mapping should be maintained and expended to include accurate property dimensions and information for planning, zoning, utility, and many other useful purposes.

## **FINANCE**

The Village should maintain a detailed accounting of revenues and expenditures for planning and zoning to include application fees, permits, administration, enforcement, etc. This results in regular and consistent budgeting for planning and zoning purposes. The Village should also monitor state and federal grant opportunities, apply for funding whenever possible, and initiate a six-year Capital Improvement Program.

## **TOWNSHIP COOPERATION**

Activities outside the Village limits should be reviewed collectively, i.e., land use considerations.

## **CODE ENFORCEMENT**

Ensure that private properties are maintained, and encourage property owners to clean them up. The Village should adopt an ordinance and strengthen existing ordinances to ensure that residents keep junk removed from outdoors and that yards are maintained.

## **HOUSING POLICY**

Limit multi-family units to no more than 20 percent of the total number of units available in the Village. Ensure that low-density residential areas remain low-density by encouraging higher-density development to be located in high-density areas. Discourage conversion of single-family homes to multi-family in single-family neighborhoods. Strengthen inspection code and requirements for multi-family conversions concerning upper floor access, parking, window area/floor area ratios, handrails, electrical, utilities,

maintenance, trash, registration, and regular inspections. Limit or eliminate the use of special land use permits to allow multi-family dwellings in single-family neighborhoods. Establish a database for the multi-family housing stock indicating size of units, ownership, age, condition, dates of inspection, violations, etc. This could be linked to a GIS system to monitor Village-wide impact and accounting. The Village Council may want to consider adoption of a housing maintenance code for non owner-occupied housing. An ordinance of this type might require annual inspections for building deficiencies such as electrical and mechanical code compliance.

## **ACCESSORY STRUCTURES**

The size and location of accessory structures should be reasonable for the Village. The size of accessory structures should be proportional to the size of the residence. In general, accessory structures should be located in the rear yard area of a residential lot. Some exceptions could be considered for side yard structures in special circumstances. Accessory structures should not be allowed on vacant parcels. Principal structures should always be present first.

Generally, non-residential parcels like commercial and industrial properties should not be allowed accessory structures. However, multiple buildings could be allowed according to an approved site plan.

## **HOME OCCUPATIONS**

Home occupations should be allowed under carefully considered standards. Generally, home occupations should be conducted entirely within the dwelling, and not involve any alteration to the structure. They should be incidental to the primary residential use not create noise, vibration, glare, fumes, odors, etc. Only members of the immediate family residing on the premises should be employed. All activities should be carried on indoors and no visible outdoor storage should be permitted.

## **SIGNAGE**

Adopt consistent standards for a Village logo, street signs, directional signs, and new

entryway corridor signs along Michigan Avenue and Washington Streets. Business sign standards should establish uniformity in the business district, and with off-premises signs and billboards.

## **INFRASTRUCTURE MAINTENANCE**

The Village should implement a program of upgrading Village facilities and infrastructure including storm sewer facilities, sidewalks, streets, lighting, parks, and related buildings and properties.

## **PARKS AND RECREATION MANAGEMENT**

The following enhancement techniques can be used to effectively preserve, protect, and enhance the recreational opportunities in Baldwin Village:

- Improvements to Hollister Park
- Bicycle and pedestrian trail system
- Historical features promotion
- Park development
- Restroom facilities
- Creation of Neighborhood Parks

## **LAND DIVISIONS**

The Village should develop standards for the review and approval of requests for land divisions (splits). Land division regulations should include divisions and subdivisions as defined by the Land Division Act and Condominiums as defined in the Condominium Act. Health department evaluations regarding septic systems and potable water supplies should be required. Formal land surveys should also be required for all divisions less than one acre.

## **GROUNDWATER PROTECTION**

Until the 1970's, it was believed that ground water was naturally protected from

contamination, filtered through layers of soil and particles of sand, gravel, crushed rock and larger rocks. However, we now know that contaminants can pass through these filtering layers. Ground water contamination can originate anywhere within the hydrologic cycle, either on the surface of the ground, or in the ground above or below the water table. Because ground water tends to move very slowly (compared to rivers or streams) and is hidden from view, contamination occurs gradually and may remain undetected for years.

A community's first priority should be the protection of its water supply. Any pollutants that are released within the community have the potential to reach the wells and contaminate the water. For example, less than one gallon of gasoline can contaminate one million gallons of ground water to the point that the well water is unusable for drinking purposes. Different types of contaminants can be expected from different types of land uses. This is especially important within the area of influence potentially affecting the public water supply. **Figure 10 – Water Distribution System/Wellhead Protection Area**

Numerous methods for protecting the water supply are possible. Volunteers from the community can conduct field inventories of potential sources of contamination, searching Village records and contacting individual landowners to inquire if they are aware of any potential sources of contamination. Technical expertise for training and guidance in ground water protection projects should be sought at the state level since, historically, the state has had primary responsibility for ground water protection. In Michigan, the state agency that would be the source for public education materials is the Department of Environmental Quality. Although retired volunteers are an excellent resource, don't overlook the possibility that junior high and high school science classes may find the project of interest and volunteer (with the help of teachers and parents) to inventory protection areas. However, it is important that Village water department staff manage the effort, coordinating the recruiting of volunteers and keeping in touch with them throughout the project.

## **WELLHEAD PROTECTION PLAN**

Wellhead Protection provides a mechanism to prevent existing and potential sources of contamination from reaching the public water supply. Intelligent land use decisions regarding development within the protection area can be effective in preserving the integrity of the public water supply. Planning elements provide guidance in the development of land use and land protection measures supporting wellhead protection.

Proposed zoning options might include:

- Wellhead protection area zoning districts
- Identification of prohibited uses
- Development of design and performance standards
- Requiring additional information about hazardous material handling and onsite management practices through the site plan review process

## **SURFACE WATER PROTECTION**

The Village should strive to preserve and enhance surface waters, protecting its fish, wildlife, floodplains, ecology, and recreational and aesthetic values. The area adjoining the Baldwin River and Bush Lake should be protected as appropriate. The Village should designate the Baldwin River and Bush Lake areas and set forth proposed uses of lands and waters and management measures. Regulations should include uses of land for residences, industry, commerce, forestry, recreation, and additional uses as they may be encouraged, regulated, or prohibited. Regulations may limit or prohibit the placement of structures of any class or designate their location with relation to the water's edge, to property or subdivision lines, and to flood flows and may limit the subdivision of lands for platting purposes. Regulations may control the location and design of streets and of public utility transmission and distribution lines. Regulations may prohibit or limit the cutting of trees or other vegetation, but such limits should generally apply for a distance of 100 to 300 feet from the river's edge. Zoning rules generally should not control land more than 400 feet from the river's edge, but they may contain other provisions necessary to accomplish the objectives of this Plan.

## NATURAL HAZARDS AND DISASTERS

Natural hazard mitigation is an effective tool in reducing the loss of lives and property in areas where hazards exist. Hazard mitigation is defined as an action intended to reduce or eliminate damages or other negative impacts caused by natural or technological hazards. Federal funds are available for up to 75 percent of the cost of some hazard mitigation measures. To be eligible, a project must satisfy specific criteria with regard to applicant, cost and work eligibility. Potential eligible projects are limited to:

- Acquisition of real property in a hazard area/physical relocation of structures from a hazard area
- Elevation of structures in compliance with Federal, state, and local ordinances
- Retrofit of structures to reduce wind, water, fire and freeze damage such as wet or dry flood proofing, high wind bracing, application of wildfire resistant materials, structural fire safety measures, and insulating public infrastructure
- Structural hazard control measures such as debris basins, storm water detention basins or infiltration wells, culvert upgrades, diversions, flap gates or floodgates, localized flood control system to protect critical facilities
- Vegetation management such as natural windbreaks, living snow-fences, shoreline stabilization, urban-forest practices, landslide stabilization, and wildfire defensible space
- Conduct design, engineering, or feasibility studies for complex mitigation projects that can be reasonably expected to be funded and implemented

A countywide Hazard Mitigation Plan was adopted by Lake County in September 2005. A portion of that Plan pertaining to the Village of Baldwin is included in **Appendix C**.

The primary natural hazards affecting Baldwin include the following:



### **Flooding**

Zoning regulations should limit development within flood plains. Existing structures within flood plains should be considered non-conforming and the Village should consider acquiring land having non-conforming structures. Subdivision regulations should contain requirements for development only above flood plain levels. The Village should also adopt a Stormwater Management Plan to reduce runoff based on predetermined rates and structures.

### **Winter Weather/Snow Storms**

The Village may consider the establishment of heating centers having emergency power to accommodate at-risk populations during winter power outages. It should be the policy of the Village to require all new utilities be located below ground. Site plans should include snow removal areas to accommodate the extra snow during periods of sustained severe winter storms.

### **Wildfires**

Wildfires typically start in woodland or prairie areas. They can occur naturally or by human activities. Wildfires can be difficult to control as they move toward urban areas and threaten homes. Prevention of this threat could include creating defensible space in the form of buffer zones. One such technique might be to widen the cleared areas of rights-of-way that are in the direct path of prevailing winds. Other techniques include fireplace and chimney maintenance, controls on open burning, arson prevention, driveway standards allowing quick and easy access, bridge maintenance, clear property addressing, and fire hydrant placement and maintenance. The Village should coordinate efforts with the US Forest Service and MDNR to create and maintain buffer zones.

### **Severe Storms (Tornadoes and High winds)**

Damage from thunderstorms and high winds can damage property and cause loss of life. Communities can employ early warning systems and require wind-engineered measures for construction of all wind prone construction items such as accessory structures and signs, etc. Manufactured homes should be required to have tie-downs with anchors inspected to ensure they are appropriate for the soil type that is present.

### **Accidents and other Transportation Hazards**

The risk to transportation accidents can be reduced through improvements in traffic law enforcement and transportation planning. The Sheriff's Department should be encouraged to enforce speed limits for transport vehicles, especially those hauling hazardous or flammable materials. Street design should incorporate reasonable curve radii, truck routes, weight restrictions, and the use of connector roads to reduce congestion on main routes. Alternate routes and good traffic control in the case of accidents during a hazardous material accident should be carefully planned. Railroads should be inspected and crossings maintained.

### **Public Utility Failure**

Utility lines should be placed underground. Certain redundancies should be planned into critical utility systems. Generators should be installed for backup power. Electrical and communications systems should be protected from lightning strikes.

## **PLAN IMPLEMENTATION TECHNIQUES**

The purpose of the Village Comprehensive Plan is to establish a coordinated approach to land use and development and to promote the general health, safety, convenience, welfare, economy, and efficiency of the Village. However, the plan must be implemented so that the benefits of the planning process can be realized. The plan will be most successful if it is continually used in the decision-making process of the Village. The following techniques are effective means of implementing the Plan.

### **Zoning Ordinance**

The primary means for implementing the goals and objectives expressed in the Village Comprehensive Plan are through a zoning ordinance. The plan itself has no legal basis to restrict or encourage development. Rather, the plan serves as the basis for the rational development and administration of a zoning ordinance that is specifically designed to accomplish the goals and objectives expressed in the plan.

The Planning Commission does not have final authority regarding requests for development in the Village. Rather, this authority rests with the Village council. The planning commission's responsibility is to make informed recommendations to the

council based on the policies of the Village Comprehensive Plan and the needs of the community.

### **Subdivision and Site Condominium Controls**

Where zoning regulates the use of land, subdivision regulations control the subdivision of land. These regulations are designed to ensure that the development is compatible with the community, that adequate public facilities are provided, and that all applicable regulations are met. Subdivision and site condominium regulations typically consider such elements as streets, drainage, public services, natural amenities, street lighting, and off-street parking.

The planning commission plays an instrumental role in the subdivision review process. It has been given the authority and responsibility to meet with the developer throughout the review process, to provide an adequate public hearing, and to present its recommendations of either approval or disapproval to the Village council.

### **Capital Improvement Programming (C.I.P.)**

Capital improvement programming (C.I.P.) is a means of implementing the physical development part of the Plan. The C.I.P. is a six-year capital improvement budget. It enables the Village to plan for orderly improvements within its capabilities. For example, the Village may determine a need for improvements in certain areas (public infrastructure, such as sewer, water, and roads) or can encourage various types of private development through the expenditure of public funds.

The advantage of a C.I.P. is that attention can be focused on the community's needs, objectives, and the methods of implementing them. In addition, the administration of the Village can be improved, thereby optimizing its tax revenues. This process is so important, in fact, that according to the State Planning enabling legislation, no street, park, open space, or public building can be constructed or authorized within the Village without review and approval of the planning commission. A typical Capital Improvement Program for Baldwin could begin with the capital expenditures identified in this Plan.

### **Public Cooperation**

Village residents have the opportunity, and the responsibility, to provide comments and discussion regarding development in the Village. As representatives of its citizens, the Village council and the planning commission should welcome input from the public. Before making any major land use changes and modifications to this plan, a public hearing will be held to allow all interested and affected citizens to express their opinions and have their interests considered by the decision-making body.

The Village should work and cooperate with neighboring communities to help ensure compatible neighboring land uses for the betterment of the entire community. The planning commission should provide copies of this plan to interested parties and welcome participation concerning its implementation. An intergovernmental board could be established having one or two members from neighboring townships, the Village and Lake County. This board could meet quarterly or biannually to discuss issues of mutual interest.

The Village Comprehensive Plan will be most successful if Village residents are involved in the drafting of the plan and support its goals and recommendations. Involvement must also be encouraged during the implementation of the plan. An informed and supportive public may be the crucial link to the successful implementation of this plan.

### **MAINTAINING THE PLAN**

It is important that the plan be used in the daily decision-making process of the Village. To be a functional, decision-making tool, the plan must remain current. By recording land use activities regularly, the Plan can be continually updated to reflect current conditions. This will also help identify development trends that are not following the objectives of the plan and may identify concepts that should be incorporated into the Plan. To keep the plan current, the following information should be recorded every six months:

- Locations of new buildings
- Parcel splits
- Zoning requests
- A description of any development that would be noteworthy in assessing the

## growth of the Village

Once a year, a short narrative should be prepared summarizing the annual activity in the Village. A review should then be made of the year's activity to assess its compliance with the development plan. If necessary, modification should be made to the plan.

Every five years, the Plan should be reviewed to compare the development that has occurred with the policies of the Plan. If necessary, the plan should be modified to reflect the current character of the community. The goals and objectives of the Village should also be reassessed in light of any changed conditions.

## **APPENDIX A**

### **VILLAGE OF BALDWIN PLANNING COMMISSION SURVEY**

August 2003

Overview of Answers to Questions Numbers 1 through 8 on 2003 Survey

Question 1: Assuming traffic flow could be improved, what would you do to make it better?

Most answers concerned the need for a traffic light at the intersection of US-10 and M-37.

Some answers went into detail. Such as the respondent who wrote;

Put a stop light at M-37 and Washington, Take out the Y behind the EZ Mart, put new road from Baldwin West starting at curve at Miller's Sawmill west to M-37, and would make Denmark Street a through street M-37 to Astor Road west.

Other areas that many felt needed signal lights included M-37 and 7<sup>th</sup> Street, M-37 and 8<sup>th</sup> Street, M-37 and 76<sup>th</sup> Street.

Many respondents felt that opening the road by the box factory would be a benefit, while several complained about the new curbs reducing vision and the excessive speed of many as they go through the downtown area.

Question 2: If you could improve recreation facilities what three main areas would you improve and how?

These answers are more varied and include;

- Better education and recreation facilities that would appeal to both adults and youth, not separating the two

- We need a facility that is diverse appealing to all cultures. A recreation Center, a theatre, public pool etc
- Have summer activities for area children, pool, parks, playground etc... A nice park so families would want to come, picnic, and spend time.
- Industry at this point is the only thing that will improve recreation
- A place to work out that the average Joe can afford
- More area for skating and rollerblading, Make swimming facilities available, Plant grass around Wenger Pavilion
- Continue to maintain and possibly expand our trails winter and summer, continue to preserve and protect our rivers and streams

All felt that there was a need to be addressed and that need spanned the age groups.

Question 3: I believe we could improve area employment by...

- By giving tax breaks to anyone who would put something in all the empty shops on 7<sup>th</sup> Street
- Bring in better quality business, better pay, better benefits, better jobs
- Providing incentives to current businesses for training
- More industry

More industry and more training were the prevailing answers.

Question 4: The thing I like best about Baldwin is...

Without fail, two answers prevailed here.

- It's (Baldwin's) small town atmosphere and the quietness of the community, and all believed we should do our utmost to keep it that way.

Question 5: The thing I like least about Baldwin is...

- High prices for gas, water and sewage

- Lack of department stores for basic clothing, underwear, socks, and other clothing
- Small town politics, the mindset of a few well-known families seems to run everything
- The hard drugs
- High gas prices, I cannot understand why gas is 10 to 15 cents cheaper in Scottville
- The rundown abandoned buildings and lots. The amount of junk allowed remaining in yards and lots

Question 6: What Baldwin really needs is...

- Some intelligent people on the Village Council
- More employment with jobs paying enough to support families
- More ethnic restaurants, a good bakery, a theater or something for people to do
- More places to work and a better school program
- Something for kids to do
- Focus on teenagers and not so much on babies and seniors

Question 7: The thing that would make Baldwin the perfect place to live is...

- Offer paying jobs to young adults.
- Less drug problems
- Already is perfect, just needs a little help jobs, recreation and entertainment. Not a bar or a nightclub
- Walgreen's...don't you see the commercials?
- Another pharmacy, but also more housing, recreation facility with a pool, stores, and eateries
- We are proud of Baldwin we want to see Baldwin grow, It may only be slowly but, grow none the less
- Less crime and more business opportunities



Question 8: If you could change three things about the Village of Baldwin, what would they be?

- Trout-A-Rama needs more room, rides, food booths etc, better parking, more stores that we really need
- No change, just improve what we already have
- Encourage more retail stores (real drug store, real newspaper), clean up the slummy looking homes, and drop gas prices to fit the area
- More sidewalks
- The recent improvements have fixed 99% of them. Good job DDA
- I wouldn't change a thing

**APPENDIX B  
VILLAGE OF BALDWIN PLANNING COMMISSION  
RESOLUTION OF PLAN ADOPTION**

At a regular meeting of the Village of Baldwin Planning Commission, Lake County, Michigan, held Tuesday, the 26<sup>th</sup> day of March 2007, at 2:00 o'clock local time.

PRESENT:

ABSENT:

The following resolution was offered by \_\_\_\_\_ Seconded by \_\_\_\_\_

WHEREAS, the Village of Baldwin Planning Commission has prepared a Village Comprehensive Plan to guide future development in the Village; and

WHEREAS, a public hearing was held on February 26th, 2007, to receive public input and comment for the proposed Village Comprehensive Plan and that said public hearing was properly advertised, as required in the Municipal Planning Act (Act 285 of 1931);

NOW, THEREFORE BE IT RESOLVED that the Village Comprehensive Plan dated, April 2007, a copy of which is attached, is hereby approved and adopted.

Yeas:

Nays:

Absent:

STATE OF MICHIGAN  
COUNTY OF LAKE

I, Martin Witt , Secretary of said Planning Commission of the Village of Baldwin, Lake County, Michigan, do hereby certify that I have completed the foregoing copy of resolution, relating to the adoption of the Village Comprehensive Plan with the original record thereof now remaining on file in my office, and that it is a true and correct copy thereof.

In testimony whereof, I have hereunto set my hand, this 26<sup>th</sup> day of March 2007.

\_\_\_\_\_, Secretary  
Planning Commission

PLAN ADOPTION CERTIFICATION

This shall certify that the Village of Baldwin Village Comprehensive Plan, dated, April 2007, has been passed by a resolution of the Village Planning Commission on March 26, 2007, following a public hearing held February 26, 2007, and that a copy has been delivered to the Village Council of the Village of Baldwin and the Lake County Register of Deeds.

Attested By:

\_\_\_\_\_, Chairperson  
Village of Baldwin Planning Commission

Date\_\_\_\_\_

\_\_\_\_\_, Secretary  
Village of Baldwin Planning Commission

Date\_\_\_\_\_