



Benzie County Master Plan

ADOPTED IN 2017, REVISED IN 2024

BENZIE COUNTY PLANNING COMMISSION

RESOLUTION OF ADOPTION
BENZIE COUNTY MASTER PLAN

Resolution Number: 01-2017

The following resolution was offered by Commissioner Brdaravata and seconded by Commissioner Reker

Whereas, Benzie County has a duly constituted Planning Commission whose responsibilities under the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended, include the preparation of a Master Plan to guide future land use development in the community; and,

Whereas, the County Planning Commission did issue its notice of intent to prepare a plan in accordance with Section 39, (2) of the Public Act 33; and,

Whereas, the County Planning Commission has appointed an advisory committee and worked with Networks Northwest to oversee a planning process that included public input and investigations and analysis of existing conditions; and,

Whereas, a draft plan was prepared and presented to the County Planning Commission in accordance with Section 41, (1) of Public Act 33, and the Benzie County Board of Commissioners at its October 2, 2017 regular meeting approved the distribution of the draft plan for review and comment pursuant to Section 41 (2) of said Act; and

Whereas, after expiration of a 63 day review and comment period, the Benzie County Planning Commission did give notice of a public hearing on the draft plan in accordance with Section 43, (1) of Public Act 33, with such public hearing being held on January 19, 2017; and

Now therefore be it resolved, that the contents of the draft plan, together with all the maps attached thereto and contained therein, and with such revisions as have been recorded in the minutes of this meeting, are hereby adopted by the County Planning Commission in accordance with Section 43, (2) of Public Act 33 by not less than 2/3 of its membership; and

Be it further resolved that the Benzie County Planning Commission adopts the Benzie County Master Plan

AYES: 5
NAYS: 0

I, Sharon Klenker, Secretary of the Benzie County Planning Commission, do hereby certify the foregoing to be a true and correct copy of a resolution that was adopted by the Benzie County Planning Commission at their regular meeting held on

January 19, 2017

2017 Benzie County Master Plan, Revised 2024

2024 Acknowledgements

Benzie County Board of Commissioners

Karen Cunningham

Art Jeannot

Tim Markey

Rhonda Nye

Bob Roelofs

Gary Sauer

Evan Warsecke

Benzie County Staff and Stakeholders

Katie Zeits, County Administrator

Kyle Maurer, Animal Control Director

Completed with Assistance From:



Table of Contents

2017 Benzie County Master Plan, Revised in 2024: An Introduction

Part 1: People & Place

Placemaking: Keeping it Benzie	16
People	21
Benzie in the Region	28

Part 2: Assets & Opportunities

Housing	35
Transportation	47
Natural Resources	58
Economic Development	78
Food & Farming	91

Part 3: Implementation

Coordination, Cooperation, & Engagement	103
Future Land Use	113

Appendices

2024 Addendums	
----------------	--

2017 Benzie County Master Plan, Revised in 2024: An Introduction

Benzie County consists of 316 square miles of pristine lakes and rivers, rolling hills and fields, thick forests, orchards, and Lake Michigan shoreline. The smallest County in Michigan, it is divided into nineteen communities, including twelve townships, six villages, and a city.

The County's economy has traditionally been based on its natural resources: agriculture is an important economic driver, and tourism and a seasonal economy are driven by the unparalleled scenic beauty of the County's shoreline, rivers, forests, and other natural areas. Its high quality of life, too, has its foundation in these features, along with the unique character of its city and villages and the close and vibrant connections that come with the small-town environment.

As these features become increasingly important in attracting new business, investment, residents, and visitors, Benzie County citizens and stakeholders are ever more invested in maintaining and enhancing the assets that make Benzie County a great place. But, to do so, they must answer hard questions about the County's resources, population trends, and public investments. How can residents and local governments protect the natural resources that drive its economy? How can we attract business, when infrastructure is limited? How can we bring back



young people and families, when housing costs are high?

This Master Plan explores these questions and provides guidance to the County and other stakeholders that are working to address them. It clarifies the roles of different players and recommends some strategies for moving forward in a way that respects local authority and private property rights, while leveraging relationships and opportunities for collaboration between communities and existing organizations. Rather than providing prescriptive

recommendations for new development and growth, it is intended to be a high-level, broad-brush guide for addressing the issues, challenges, and opportunities faced by the many citizens, jurisdictions, businesses, nonprofits, and other stakeholders throughout Benzie County.

Benzie County Planning History

In 2000, Benzie County adopted a Master Plan that

was developed with an enormous amount of research and public input. The Plan closely examined economic, social, and demographic trends that were impacting the County's land use patterns, and laid out a vision for the future that prioritized the preservation of the County's natural resources, agricultural economy, and scenic qualities. The Plan also guided zoning decisions, which at that time were administered for many townships by Benzie County.

In 2009-2010, in response to budget concerns, Benzie County eliminated its planning department and repealed its zoning ordinance. Townships that previously had not administered zoning faced the choice of adopting their own master plans and zoning ordinances, or allowing their communities to go unzoned. Some communities elected to adopt the former County Master Plan and Zoning Ordinance; others worked together via joint planning commissions to create joint master plans and zoning ordinances; and others developed and adopted their own master plans and zoning ordinances, some as part of the regional Lakes to Land initiative (see table).

In view of the changes to the County's planning and zoning landscape, and in response to the many economic and demographic changes impacting the state and the region, in 2017 the Benzie County Planning Commission initiated an update to the

Master Plan that was adopted in 2000. With assistance from Networks Northwest, Benzie County embarked on the planning process recognizing the need for:

- A high level of stakeholder engagement
- Consideration of emerging County issues and opportunities, including placemaking, transportation, complete streets, and economic development
- Identification and clarification of County Planning Commission roles and opportunities for intergovernmental cooperation
- Recognition of, support for, and consistency with goals and strategies in regional and local plans

The process was guided by a committee made up of representatives from:

- County Planning Commission
- Township and village planning commissions
- Agriculture
- Business
- Economic development
- Schools
- Health care

Public input was obtained through a questionnaire developed by the Committee, as well as a series of public discussions, presentations, and focus groups on

topics including county and local planning roles and responsibilities; economic development; housing; and transportation. Input obtained through the survey, focus groups, and committee discussion guided the content of the master plan (see sidebar).

Local Governments and the County Master Plan

Local governments (townships, cities, and villages) develop, adopt, and administer their own plans and zoning ordinances. They are not required to adopt, follow, or implement the 2017 County Master Plan. However, local governments may consider or use information and goals in the 2017 County Master Plan as they develop their own local plans and zoning ordinances, as a means to better coordinate plans and regulations across local boundaries. They may use the Plan to identify opportunities for intergovernmental cooperation, or as supporting documentation for grants or other funding requests for specific, locally-driven projects. Any of these activities or decisions regarding the County Master Plan are locally-driven and voluntary.

What is a Master Plan?

State law allows townships, cities, villages, counties, and regions to create "master plans" that make recommendations about community issues like public services, housing, natural resources, and transportation needs. A master plan does not have the rule of law; instead, it acts as a guide for governments and other community partners to use when making decisions. To be effective, the County Master Plan must be put into practice through partnerships with communities, organizations, and local government units.

COMMUNITY	MOST RECENT MASTER PLAN	ZONING ORDINANCE ADOPTED	PLANNING COMMISSION	HISTORY
Almira Township	2024	2001	Township Planning Commission	
Benzonia Township	2023 WBJPC Master Plan	West Benzie Joint Zoning Ordinance	West Benzie Joint Planning Commission (WBJPC)	Benzonia and Platte Townships formed WBJPC in 2010
Blaine Township	2019	2016	Township Planning Commission	Lakes to Land
Colfax Township	2012 Greater Thompsonville Area Master Plan	Greater Thompsonville Area Zoning Ordinance, 2015	Colfax and Thompsonville Joint Planning Commission	Colfax, Weldon, Thompsonville Joint Planning Initiative - 2011
Crystal Lake Township	2014	2010	Township Planning Commission	Lakes to Land
Gilmore Township	2023	2016	Township Planning Commission	Lakes to Land
Homestead Township	2020; plan update underway in 2024	Still utilizing the Homestead - Inland Joint Zoning Ordinance from 2016	Homestead Township Planning Commission	Joint PC formed in 2007; dissolved in 2020
Inland Township	2020	2020	Inland Township Planning Commission	Joint PC formed in 2007; dissolved in 2020
Joyfield Township	2021	2021	Township Planning Commission	Lakes to Land
Lake Township	2023	2010	Township Planning Commission	
Platte Township	2023 WBJPC Master Plan	West Benzie Joint Zoning Ordinance	West Benzie Joint Planning Commission (WBJPC)	Benzonia and Platte Townships formed WBJPC in 2010
Weldon Township	2020	2018	Weldon Township Planning Commission	Part of Colfax, Weldon, Thompsonville Joint Planning Initiative from 2011 to 2018
City of Frankfort	2021; Coastal Resilience Chapter added in 2023	2014	City Planning Commission	
Village of Benzonia	2020	2023	Village of Benzonia Planning Commission	
Village of Beulah	1997; update underway in 2024	2003	Village Planning Commission	
Village of Elberta	2018; update underway in 2024	2009	Village Planning Commission	
Village of Honor	2014	1998	Village Planning Commission	Lakes to Land
Village of Lake Ann	2010; update underway in 2024	2008	Village Planning Commission	
Village of Thompsonville	2012 Greater Thompsonville Area Master Plan	Greater Thompsonville Area Zoning Ordinance, 2015	Colfax and Thompsonville Joint Planning Commission	Colfax, Weldon, Thompsonville Joint Planning Initiative - 2011

A County Planning Commission: Roles and Responsibilities

The Michigan State Planning Enabling Act, Public Act 33 of 2008, identifies specific roles, responsibilities, and other characteristics of local and county planning commissions.

A county planning commission must consist of 5, 7, 9, or 11 members serving staggered 1, 2, or 3 year terms; 1/3 of the terms should expire each year. The County Board determines the composition of the planning commission, with members that are representative of the interests of the community. For example, there might be one seat each for agriculture, natural resources, recreation, education, public health, government, transportation, industry, and commerce; or two or more interests may be combined into one seat. Counties are also required to make “every reasonable effort” to ensure that a school board member or employee of a school district in the County is a part of the Planning commission. Often, decisions about the Planning Commission makeup occur in a facilitated study session of the County Board.

Responsibilities

County planning commission roles, along with local (township, city, and village) planning commission roles, are prescribed by the Michigan Planning Enabling Act, and are delegated by the County Board of Commissioners. For a complete list of statutory Planning Commission roles, please review the [Michigan Planning Enabling Act](#).

- Make surveys and studies (fact books) of the community
- Consult with adjacent local units of government
- Cooperate, as necessary, with all departments of the government unit, state, and federal governments
- Prepare/adopt a master plan and other such plans
- Promote interest in understanding of the master plan
- Conduct public infrastructure reviews (after plan is adopted)
- Prepare a Capital Improvement Plan.

Other functions that may be assigned, including (not a complete list):

- Recommend improvements and financing for public structures
- Apply for and administer grants
- Act as liaison to the United States Census Bureau for accurate census counts
- Act as the parks and recreation commission

- Provide technical assistance to local governments in the County
- Provide staff to County boards or committees such as the solid waste planning committee in the county, soil erosion board of appeals, remonumentation plan committee

Optional statutory duties provided for in PA 33 that **did not apply** to the Benzie County Planning Commission, prior to its dissolution in 2022, included administration of a zoning ordinance or subdivision regulations.

2024 County Master Plan Revisions—Implications for Use Without a County Planning Commission

On February 8, 2022, the Benzie County Board of Commissioners repealed the 2009 ordinance that established its Planning Commission. The reasoning was that because each local unit of government in the county handles their own zoning, the County does not need a Planning Commission; and the County can work with the regional planning organization (Networks Northwest) to review their Master Plan.

In 2023, the Benzie County Board of Commissioners hired Networks Northwest to complete a review of the County’s 2017 Master Plan. Work included updating data, setting new goals and objectives, and creating topic-specific addendums.

The 2024 update of the County Master Plan is not in compliance with the requirements of the Michigan Planning Enabling Act (described in the sidebar). Therefore, the actions recommended in the plan about what the county can do via their goals and objectives is limited to internal county affairs.

While most functions of the Planning Commission must be assigned to another entity, the following are some of the functions that can no longer be performed without a County Planning Commission: Review of infrastructure plans; preliminary subdivision (plat) review; coordination of plans; formal legal review of land use issues from MDNR and the federal government; review of farmland preservation agreements.

LOCAL AND COUNTY PLANNING ROLES		
	Local (City, Township, or Village) Planning Commission Roles	County Planning Commission Roles (if the County were to re-establish its Planning Commission)*
Master Plan	Develops/ updates and adopts local master plans	Adopts a County Master Plan Reviews local master plans and provides comment for consistency with adopted County Master Plan and neighboring local plans
Zoning Ordinance	Develops, updates, adopts, and administers local zoning ordinance	Reviews zoning ordinances and amendments to zoning ordinances
Capital Improvements Plan	Develops and updates local capital improvements plan	Develops, adopts, and updates County capital improvements plan
Recreation Plan	Develops and updates local recreation plan	Makes recommendation on the County Recreation Plan to the County Board of Commissioners
Other initiatives	Applies for and administers grants Works with community partners on natural resource preservation, planning, conservation, and other initiatives Convenes community discussions and educational opportunities around local issues	Applies for and administers grants Works with community partners on natural resource preservation, planning, conservation, and other initiatives Convenes community discussions and educational opportunities around issues of greater than local concern
<p><i>*County planning commission roles, along with local (township, city, and village) planning commission roles, are prescribed by the Michigan Planning Enabling Act (MPEA). The roles listed here are those that are both authorized by the MPEA and were applicable to Benzie County’s former Planning Commission, as a unit of government without a zoning ordinance. For a complete list of statutory Planning Commission roles, please review the MPEA.</i></p> <p>Reference: https://www.canr.msu.edu/planning/uploads/files/endplanningzoning.pdf</p>		



2017 Benzie Master Plan: A Vision

The 2000 Benzie County Master Plan included a vision, guiding principles, and various strategies (see sidebar) that were developed with thousands of hours of public input and committee deliberation. These goals and strategies were reaffirmed by County citizens and stakeholders in 2015 through a widely-distributed survey and other activities undertaken as part of the Master Plan update process.

In view of County stakeholders' support of the 2000 Master Plan vision, the 2017 Benzie County Master Plan supports the vision in the 2000 Benzie County Master Plan vision and its guiding principles, and seeks to implement that vision and guiding principles with collaborative action, recognizing Benzie County's

changed landscape, needs, and issues.

Further, the 2017 Master Plan recognizes the authority of and the important roles played by local master plans and zoning ordinances, and supports and encourages local planning efforts. It is not intended to be a prescriptive document. The County Master Plan is instead intended to identify the County's primary issues, set forth a consensus on collaborative and consistent planning solutions, and chart a course for County, local government, and other stakeholders that seek to address those issues in view of the vision laid out in 2000.

How This Plan is Organized

The plan is organized into three sections, as follows:

Part One: Place and People

Part One provides an overview of the County's defining features, and how those features relate to current issues and strategies.

- Placemaking: Keeping it Benzie
- Population Trends

Part Two: Benzie County: Assets and Opportunities

Each topic in Part Two includes an overarching goal, along with a discussion of current conditions, needs, and potential roles for County and local government partners.

- Natural Resources
- Food and Farming

- Economic Development
- Housing
- Transportation

Part Three: Implementation & Future Land Use

Part Three provides guidance on how County and local governments can move forward with plan guidance and considerations.

- *Coordination, Cooperation, and Engagement.* This section clarifies roles and opportunities for plan implementation, particularly as it relates to intergovernmental cooperation.
- *Future Land Use Plan.* The General Land Use Plan, required by the Michigan Planning Enabling Act, provides a generalized description and allocation of preferred land use patterns and trends.

2024 Addendums

- Updated goals and objectives
- Public safety
- Transportation and infrastructure
- Promotion of County-Owned Public Assets
- Age-Related Issues (Children and Seniors)

The Planning Process

Public and stakeholder input is a critical part of any planning process, and the 2017 Benzie County Master Plan process prioritized community and stakeholder input as a driving factor in the plan development. From November 2014 through January 2016, Networks Northwest staff worked with the Benzie County Master Plan Committee to obtain input from the public and specific stakeholders on a variety of community issues.

2014-2016	County Planning Commissioners and staff, local governments, transit, business, agriculture, hospital, and other community representatives attended meetings to develop the survey, plan focus group meetings, and review survey results.
April 2015	Recognizing that public input serves as a foundation for local master plans, all local plans were reviewed in the <i>2000 County Master Plan & Local Plan Synopsis</i> to identify community priorities, issues, and local strategies.
Summer 2015	Committee members developed and distributed a community-wide survey in summer 2015. Over 300 responses were received.
September 2015	The <i>Local Government Focus Group & Discussion: County Planning Commission Roles, Responsibilities, and Coordination</i> focused on the history of Benzie County planning and zoning, statutory County roles, and county/local planning coordination.
November 2015	The <i>Economic Development Focus Group & Discussion</i> attracted business, local government, and other community representatives to discuss business challenges and needs and to share thoughts on how the County or local governments can support business growth.
December 2015	The <i>Housing Focus Group & Discussion</i> provided information on housing needs and trends, solutions, and County and local government roles in housing strategies.
January 2016	The <i>Transportation Focus Group & Discussion</i> shared information on County transportation services, challenges, needs, and opportunities for solutions and partnerships.
February 22, 2022	Benzie County repeals the County's Planning Commission Ordinance (2017-001)
2023-2024	The Benzie County Board of Commissioners utilizes the services of the Networks Northwest Community Development Department to review the 2017 Master Plan and make necessary data updates, create updated goals/objectives, and create addendums on the following topics: Public Health and Safety Services; Infrastructure Expansion/Improvement; Promoting County-Owned Public Spaces; and Age-Related Issues.

The 2000 Benzie County Master Plan Vision

The 2000 Benzie County Master Plan was developed with input from hundreds of citizens over a period of years and resulted in a vision statement that served as the basis for goals and strategies. The elements of that vision, which are summarized below and describe the desired characteristics of the County in 2020, act as the foundation for the 2017 Benzie County Master Plan:

21st Century Benzie

- Rich quality of life
- Characteristics of towns and landscapes that attracted residents to the County have been maintained or enhanced
- Businesses, neighborhoods, parks, schools, local government and natural resources are healthy and self-sustaining – meeting the needs of the present generation without compromising the ability of future generations to meet their own needs

Scenic and Rural Character Preserved

- New growth and development is compact and located in areas that retain ample open space, reinforcing the scenic visual character
- Large scale changes are minimized by thoughtful new development and redevelopment in select locations
- Unattractive locations are improved
- Development, parking lots, big buildings, and outside storage areas are screened with buffer plantings
- Signs are well-designed
- New developments along corridors minimize conflicts on existing roads
- Pedestrians, cyclists, and drivers are safely and efficiently served by the transportation network
- Pedestrian and bike routes provide safe, attractive, and low-cost linkages between residential neighborhoods and commercial

development

- Impacts like noise, dust, smells, and activities that are incompatible with neighborhoods and scenic views are separated or buffered
- Commercial development that can serve residential needs is encouraged in residential neighborhoods, with design and layout that fits the neighborhood character

City and Village Centers

- Historic and architecturally significant structures reinforce visual character
- City and village sidewalks are lined with shops and full of people
- Community events make these centers the place to be
- Parks and streets are lined with trees
- Public art is found in public spaces
- No isolated, visually obtrusive strip or regional shopping malls

Diversity is Celebrated

- A wide range of housing types, styles, and locations are available to meet the needs of County citizens
- Reinvestment and code enforcement have created revitalized older neighborhoods that provide affordable housing opportunities for families of various sizes and ages
- New subdivisions are located close to existing villages
- Clustering and conservation principles have protected sensitive

environments and natural scenery

Quality of Life – A County of Options and the Arts

- Public and private school systems provide excellent educational opportunities
- Higher-education, technical, job-related training and adult enrichment courses are available for a wide variety of subjects
- Efforts to reduce drugs and crime mean they are not serious problems here
- Public schools provide indoor recreation in the winter months; local parks, National lakeshore, and State lands provide public access sites in all seasons
- Canoeing, boating, trails, music, art, and museum events

Economic Development – A County of Opportunity

- Cities, villages, townships, and the County work together to retain, expand, and attract business and industry
- Industrial districts are clean, unobtrusive, and compact
- Farms are successful and forests are productive
- Community values and quality of life attract new jobs
- Reinvestment in compact, efficient sewer and water systems, utilities, and transportation demonstrate the capacity to satisfy basic industry requirements
- Marketing proactively solicits business and industry


Intergovernmental Cooperation/Coordination

- Shared set of policies structured around a common vision of the future serves as a framework for decision-making between all

Benzie County governmental entities

- Coordination of costs, timetables, responsibilities and resources upgrade the quality of life
- All county and local public services and facilities are coordinated
- Local land use decisions are guided by local zoning
- Issues of greater than local concern are subject to input from surrounding local governments before final decisions are made
- Special ad hoc committees aid communication among local governments and ensure adequate public participation

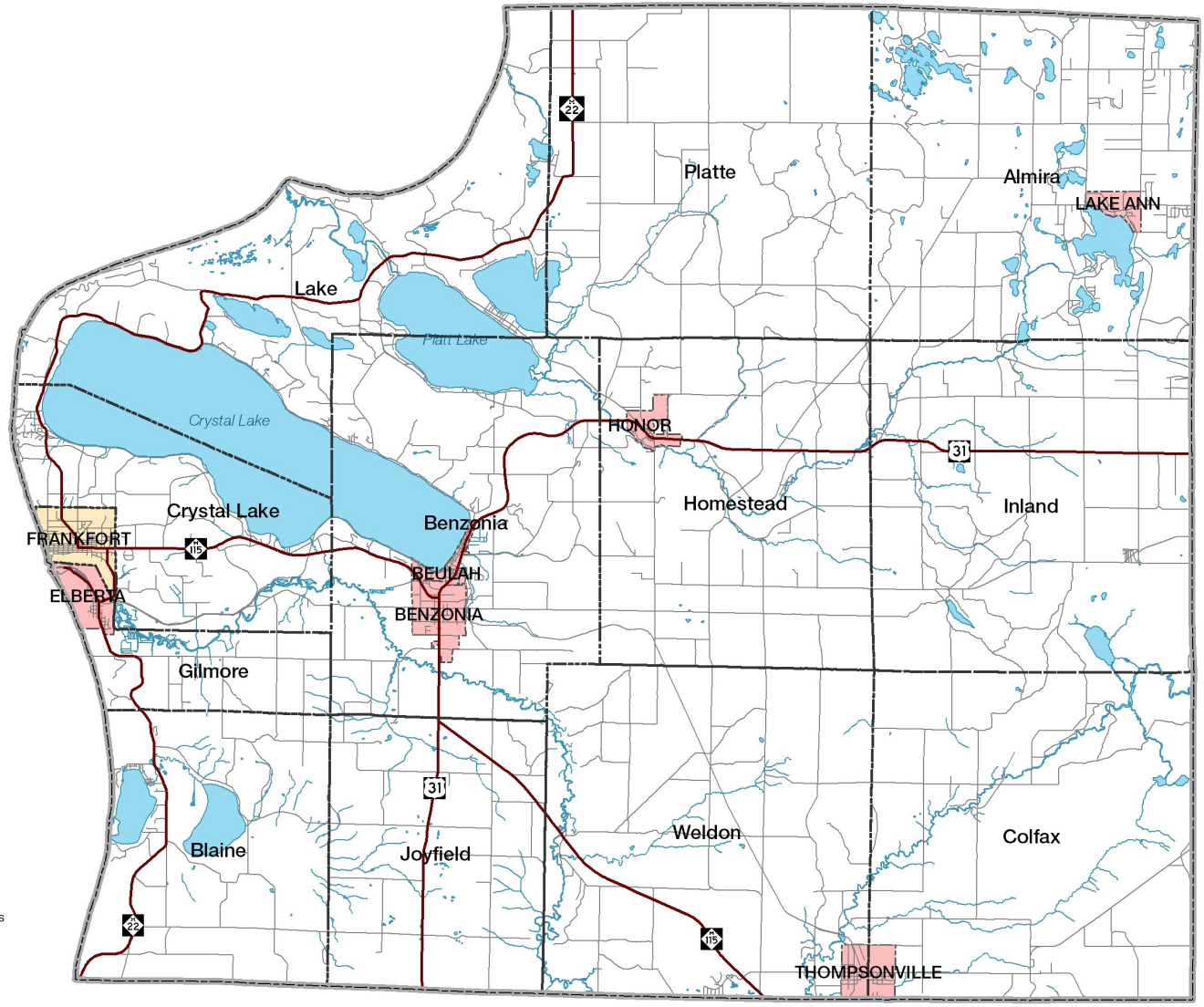
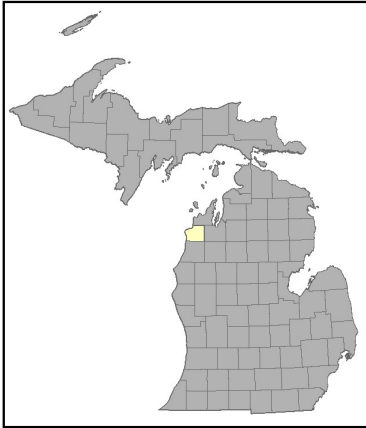




Part 1: People & Place

Photo courtesy of Susan Zenker

BENZIE COUNTY



Features

- County Boundary
- State Highways
- County Roads
- Township Boundaries
- Rivers
- Lakes

N

0 1 2 4 6 Miles

Map produced by Networks Northwest, 2016



Placemaking: Keeping it Benzie

If you ask Benzie County residents or visitors what they love about it, they're likely to mention the beautiful lakes, bluffs and dunes, rolling hills, forests and rivers. They might also mention the vibrant, historic downtowns, the small town character, or the close social connections and sense of community. Many would talk about the farms and access to fresh, quality, locally-grown foods; or they might point to the safe, tranquil pace of life that makes Benzie County a great place to raise a family – or to retire. They might tell you how they enjoy the hiking, biking, hunting, fishing, skiing, or boating here, or that they love the thriving arts scene in many of the County's communities.

Whatever the reasons are, though, it's often hard to pick just one, and it's harder yet to separate one from the other. All those things that make Benzie "Benzie" are inseparable from the environment: its natural resources, scenic views, and rural lifestyles all go hand-in-hand and work together to create the "sense of place" that is so immediately recognizable –if somewhat indescribable –to Benzie County residents and visitors.

Maintaining this sense of place is a critical community priority. The 2000 Benzie County Master Plan is built



around the intent to manage growth "without compromising the integrity of the scenic natural character of the County and the economy built around it," while 2015-2016 surveys, master plans, and local policies show near-universal support for protecting and enhancing the County's natural resources, scenic beauty, and unique character. This support is easy to understand, when placed in the context of what is generally considered to be the County's high quality of life and its economy. Agriculture is an important

economic driver. Tourism and a seasonal economy are driven by the unmatched scenic beauty, and recreation opportunities available in, the County's shoreline, rivers, forests, and other natural areas.

These features are becoming increasingly important in sustaining the County's economy, as new residents and businesses more and more look to locate in areas that offer the quality of life afforded by the "place-based" assets that are Benzie County's hallmark.



Many of the activities that will help to achieve the common goal of preserving Benzie County’s sense of place can be gathered under the heading “placemaking.” Placemaking is a term that refers to community improvement strategies that result in vibrant, safe, and friendly places that are cherished by both residents and visitors. It builds on a community’s unique assets—like its history, natural resources, or public spaces and buildings—and prioritizes the “livability” and vibrancy of a place. Placemaking emphasizes walkability, social events, entertainment, gathering spaces, and the unique character or sense of place created by historic buildings, natural resources, or scenic vistas.

Benzie County has long been a leader in placemaking initiatives. Even before the term “placemaking” was used in planning and community development, County and local leaders had identified growing threats to the

County’s sense of place, and had taken important steps to mitigate those threats. Planning and zoning initiatives, beginning with the development of the 2000 Benzie County Master Plan, have focused on efforts to preserve farmland and scenic views, develop and support a thriving local economy based primarily around the County’s existing natural resources, and encourage growth that enhanced the character of the County’s towns and neighborhoods. The success of those efforts can be seen in communities throughout Benzie County that today boast attractive public spaces, expansive nature preserves, busy hiking and biking trails, well-preserved historic architecture, and popular festivals, social events and entertainment.

Local and County leaders, citizens, and community organizations remain highly supportive of initiatives that preserve Benzie County’s most important place-based assets. In recognition of this priority, the 2016

RECREATION AND CULTURAL ASSETS IN BENZIE COUNTY, BY LOCATION, 2024	
Almira Township	20
Benzonia Township	25
Blaine Township	15
Colfax Township	9
Crystal Lake Township	21
Gilmore Township	7
Homestead Township	13
Inland Township	13
Joyfield Township	7
Lake Township	16
Platte Township	11
Weldon Township	16
City of Frankfort	27
Village of Benzonia	10
Village of Beulah	13
Village of Elberta	13
Village of Honor	5
Village of Lake Ann	6
Village of Thompsonville	10
Sleeping Bear Dunes National Lakeshore	17

274

of recreation and cultural facilities in Benzie County

[\(Benzie County Joint Recreation and Cultural Plan, 2020-24\)](#)

If there is one issue that permeates nearly all aspects of Benzie County life and concern for the future it is the loss of rural character, open space and scenic view preservation. The north woods character and scenic views that attract residents and vacationers to Benzie County are mentioned again and again as important resources that shouldn't be lost.

2000 Benzie County Master Plan

Benzie County Master Plan puts placemaking at the forefront .

The Master Plan is organized into topics identified by the Master Plan Committee as high priority community issues. Placemaking is a central consideration in each of these topics: each chapter of the Master Plan includes strategies that support placemaking initiatives.

Recreation and Culture

Maintain, improve, enhance, and expand recreational facilities

With nearly 300 public, private, and non-profit parks and other recreational facilities in Benzie County, recreation and cultural assets are among its greatest strengths. These museums, performing arts organizations, public and private art galleries, historic societies, parks, public spaces, and other assets are the most recognized “face” of placemaking. They provide space for residents and visitors to gather in an unstructured way, offering opportunities for social interaction and community engagement. They're increasingly used for community events, concerts, fairs, and festivals that often attract large crowds, increasing the visibility of the community's amenities and drawing customers to support local businesses.

Developed as part of the Master Plan update process, the Benzie County Recreation and Cultural Plan inventories the County's recreation and cultural assets and identifies specific goals, objectives, and actions for maintaining, improving, enhancing, and expanding the County's recreational opportunities.

Natural Resources

Protect and preserve the water resources, forests, natural areas, and scenic beauty of Northwest Michigan

Benzie County's scenic beauty is one of its most prized assets. Rolling hills, lakes and rivers, forests, fields, open spaces, and dark skies offer tremendous views throughout the region and act as a defining characteristic of the region's sense of place. However, as scattered development patterns extend throughout the County's rural areas, many of these views are threatened by development. Residential development is frequently in highest demand in areas with scenic views, exacerbating challenges in preserving these assets; and the poorly-designed lighting and light pollution that comes with much new development disrupts views of the night sky. The Master Plan identifies policies and practices that can preserve the County's natural resources and the economy that depends on it.

Food and Farming

Increase local food access, consumption, and business/entrepreneurial opportunities

For many residents and visitors, farmland defines Benzie County's landscape and sense of place. Farms, fields, woodlands, and orchards create the rural character that is beloved by residents and visitors alike, and drives, in part, its rapid population growth and tourism industry. And the County's farms produce a diverse range of crops and products, ranking in the state's top producers of bees and honey, tart cherries, and fruits and berries.

Recognizing the value of the County's agricultural businesses and its farmland, the County Master Plan identifies ways in which local governments, the County, and other partners can support this cornerstone of the County's economy, way of life, and sense of place.

How Does Placemaking Work?

Because it offers a variety of tools and techniques, with an emphasis on activities that are “lighter, quicker, and cheaper” than large-scale community development initiatives, placemaking has become an important community development strategy.

Placemaking can take a number of forms, depending on the type of community and its needs. In cities or villages, it can involve tangible public infrastructure improvements, like new sidewalks, or it can focus on the social aspects of a place, by simply making room for new events in unused spaces. It can be put into practice on the micro-scale—addressing the aesthetics or functionality of a single street corner or crosswalk—or community-wide, addressing larger issues such as street design or trail connectivity.

In rural areas, on the other hand, placemaking often requires a “macro” lens: rural areas draw heavily on assets found *outside* of urban areas for their sense of place. Natural beauty, farmland, and outdoor recreation all work together to build a vibrant rural place. Preserving scenic qualities, small town character, and unique assets—like dunes, cherries, or trails—that set the area apart from others are high priorities in rural placemaking. Additionally, improving the connections—real and perceived—between communities in a rural region is another important rural placemaking strategy. Using scenic highway designations to tie towns together, or promoting multiple villages together as a single vacation destination, can help brand a rural region as a distinct and unique “place.” Regardless of the environment, placemaking’s versatility is its hallmark. It can be initiated by community groups, individual members of the public, or community leaders. The sheer range of

activities that can occur with placemaking makes it a valuable tool for communities of all sizes.



Transportation

Ensure a well-maintained and –connected transportation network for all vehicles, pedestrians, bicyclists, and transit users

Transportation assets create the setting for vibrant, safe places. If streets aren’t walkable or accessible to bicyclists or individuals with disabilities, residents and visitors are less likely to shop or visit downtown businesses. And, living in walkable communities contributes to a healthier, more engaged community. Even outside of downtowns, transportation assets are an important factor in the County’s sense of place. Rural roads with tree canopies contribute to the rural character and scenic views. On the other hand, the County’s highways and commercial corridors carry large volumes of traffic through the County, and many of these roads act as the visual “gateway” to our communities. If these roads aren’t safe or well-maintained, or if the development along them detracts from the community’s character, the impacts on the community’s sense of place can be profound.

Enhancing the County’s transportation network and ensuring that it meets the needs of all users, through strategies like Complete Streets, is a must in any placemaking strategy. The County Master Plan offers considerations on Complete Streets in solutions to the County’s transportation challenges.

Housing

Support and encourage new housing development that is affordable, well designed, & compatible with Benzie County's unique character.

Housing is one of the most basic building blocks of community, affecting all residents' health, budgets, access to opportunity, and quality of life. With an adequate supply of housing choices, all residents—including working families and individuals, disabled individuals, seniors, and low income households—have quality homes that they can afford, whether they're traditional homes on large yards or in the country, homes on small yards in town, apartments and townhomes, or housing that includes barrier-free features. But no matter where the homes are located, and no matter what size, they should meet both the financial and physical needs of existing and future residents. Without quality, affordable, and adequate housing, employers struggle to hire qualified new workers, including professional staff; families leave the County; schools lose out on new students; and traffic and transportation costs increase as more families and individuals drive long distances to and from work.

Ensuring that safe, adequate, desirable housing is located in close proximity to shopping, services, jobs, schools, entertainment, and recreation is one of the most important things that can be done to support placemaking initiatives; and the 2016 Master Plan explores opportunities for local governments, the County, and other partners to improve housing choices for all residents.



Economic Development

Support and encourage economic development activities that grow jobs, enhance the region's unique and vibrant character, and create opportunities to capitalize on new economic trends and conditions

Placemaking represents an increasingly important economic development strategy for Benzie County. To enhance the region's economic opportunities and attract new investment, it will be critical for new development and improvements to use placemaking principles that create vibrant, safe, walkable, and attractive community spaces. Local and County governments have enormous roles to play in placemaking-oriented economic development activities, and the County Master Plan discusses how their efforts can connect with and support the

County's workforce, entrepreneurial activity, tourism industry, and infrastructure needs.

People

More than just its natural resources, Benzie County is defined by its people. Their needs and lifestyles drive new development, changes in the housing market, demand for services, and its ability to attract new business, industry, and jobs. Understanding Benzie County's population is a central component of planning for its future.

Population Growth & Change

Between 2000-2010, the United States experienced a recession that had far-reaching and long-lasting effects on employment and housing demand. In Michigan, the economic decline began earlier and lasted longer than the nationwide recession, leading to statewide population loss, some of the highest rates of foreclosure in the nation, persistently high unemployment rates, and home abandonment and blight throughout the state. While the most severe problems were concentrated in urban areas, no parts of Michigan were immune from the effects of the recession, and Northwest Michigan, including Benzie County, experienced significant changes in its population and housing market that will shift demand for some time to come.

In 2000, Benzie County was one of the fastest-



growing counties in the state. Its natural resources, scenic beauty, and high quality of life have long made it a desirable location for second homes, as well as for retirees and families, contributing to substantial population growth through the 1970's, '80's, and '90's. During that time, Benzie County's population more than doubled (see table). Much of the growth occurred outside of cities and villages, reflecting the desire for rural lifestyles, while population declined in most of the region's cities and villages.

However, many of these changes were altered, if not reversed, by the recession. Economic decline resulted in loss of construction and manufacturing jobs. Subprime loans and loss of employment left many residents unable to make monthly mortgage payments, creating high rates of foreclosure and leaving a glut of homes on the market – which in turn led to a decline in housing value, a rise in “underwater” mortgage holders, and reduced housing demand. As the region contended with these challenges, its historically high growth rates slowed.

Population Change in Benzie County, 1970-2020

	1970	% change 1960-1970	1980	% change 1970-1980	1990	% change 1980-1990	2000	% change 1990-2000	2010	% change 1980-1990	2015	% change 2010-2015	2020	% change 2010-2020
Benzie County	8,593	9.7%	11,205	30.4%	12,220	8.9%	15,998	31.1%	17,525	9.5%	17,457	-0.4%	17,970	2.5%
NW MI	158,333	13.9%	208,286	31.5%	230,962	10.9%	281,468	21.9%	297,912	5.8%	303,254	1.8%	310,802	4.3%

Source: US Census Bureau, ESRI 2020 Census Profile for Benzie County

Between 2000-2010, Benzie County's population grew by 10%, compared to 31% growth between 1990-2000. And between 2000-2015, the County's population declined for the first time since 1960.

Not only did growth rates slow, the characteristics of that growth changed. The recession drove many residents of Michigan – and Benzie County – to leave the state for better employment opportunities. At the same time, older adults continued to retire and move to Benzie County, leading to a skewed population change: almost all of Benzie County's population growth between 2000-2014 was concentrated in age groups of 50 years and up. With fewer jobs available, many residents and their families left the area to find employment opportunities elsewhere, reflected by a substantial decline in individuals aged 35-44 in Benzie County. Because this age group is most likely to be part of a household with children at home, the County also experienced a decline in all age groups between the ages of 5-19 years.

Between 2000-2014, the number of households in Benzie County with one or more people over the age of 60 increased by about 32%. Some of this growth reflects natural age increases, as the Baby Boomers begin to reach retirement age; while some growth can be accounted for by new residents that moved to the area following retirement. These trends have tremendous impacts on the County's workforce, schools, and service and market demands.

As the effects of the recession slowed and more people reached retirement age, the County's population experienced a small increase of 2.5% between 2010 and 2020. 2020 decennial Census data indicate that the number of children in the county continues to decrease, while those aged 50-69 years represent 32.4% of the total population, and will contribute to the growing number of retirees.

109% Growth rate in Benzie County, 1970-2020

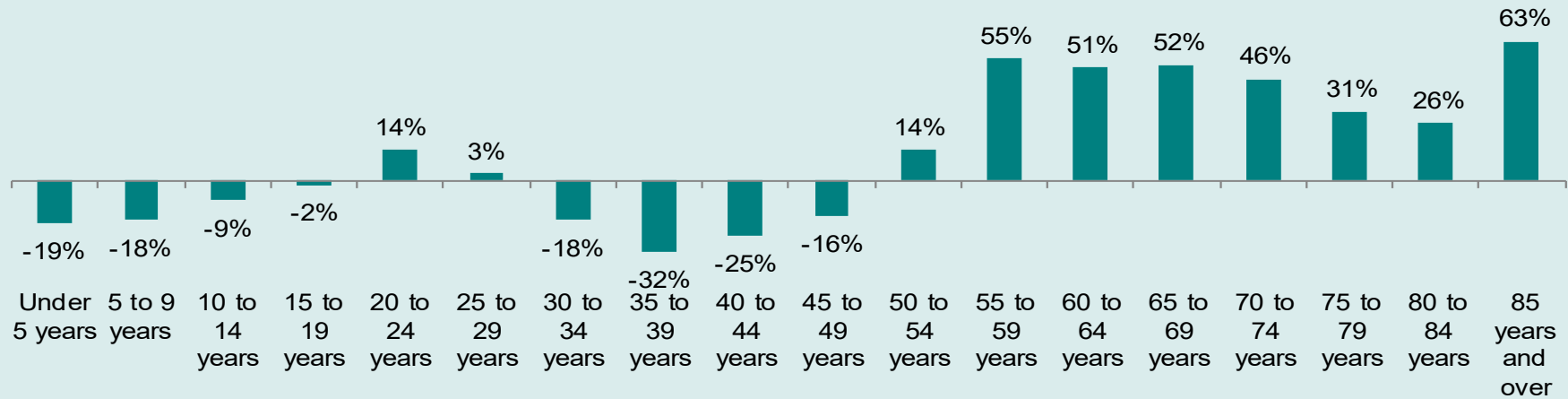
2.5% Growth rate in Benzie County, 2010-2020

Benzie County 2020 Population by Age Group

Age Group	#	%
Under 5 years	757	4.2
5 to 9 years	865	4.8
10 to 14 years	933	5.2
15 to 19 years	921	5.1
20 to 29 years	1,523	8.5
30 to 49 years	3,825	21.3
50 to 69 years	5,822	32.4
70+ years	3,324	18.5

Source: US Census Bureau, 2020 Decennial Census

Population Change by Age Group in Benzie County, 2001-2015



Source: EMSI

Household Characteristics

As Benzie County’s senior population grows and its younger population declines, a number of family and household trends follow. As individuals age, household size and the number of family households with children both tend to decline, as children leave home for college or to begin their own households. In Benzie County, the number of families with children declined by 5% between 2000-2010.

As the number of families declined, so too did household size. The average household size dropped by about 4% region-wide between 2000-2010, reflecting declines in family households and increases in single-person households: overall, the number of new households grew by 12% in Benzie County, but the number of single person households increased by 22%. In contrast, the number of two-person or larger households grew by only 9%.

With smaller households, the demand for housing will outpace population growth, as the number of homes needed to house even the same number of people will increase. For instance, between 2000-2010, while the population of Benzie County grew by only 10%, the number of new households grew by 12% and the number of new housing units increased by 18%.

A comparison of 2010 and 2020 Decennial Census data for the County indicates that these trends are continuing to occur. Despite a small decrease in the number of housing units, the number of households increased, along with the number of households with persons age 60 or older; the number of households with persons living alone; and the number of households with persons age 65 or older living alone. The average household size and number of households with children continued to decrease.

Interestingly, the number of owner-occupied housing units increased, while the number of renter-occupied












units decreased. Also, in 2020 there were fewer housing units classified as “vacant”, but there was a slight increase in the percentage of vacant homes classified as “seasonal/recreational/occasional use” (about 84 percent).

As populations age and household sizes shrink, the demand for housing will continue to increase even when population growth rates decline. However, housing demand will likely be focused more on smaller homes, to accommodate the needs of smaller households, rather than the large single-family homes that have been the focus of new housing construction in recent decades.

Race and Ethnicity

In 2020, the racial makeup of the County was predominantly white (93.1%). A total of 391 persons (2.2% of the total population) reported as being of Hispanic ethnicity, which can be of any type of race.

Housing Characteristics in Benzie County

	2010	2020	Increase or Decrease
Total Housing Units	12,199	12,099	
Total Households / Occupied Housing Units	7,298	7,753	
Owner-Occupied	6,223	6,718	
Renter-Occupied	1,075	1,035	
Vacant Housing Units	4,901	4,346	
For Seasonal/ Recreational/ Occasional Use	82.3%	83.9%	
Average Household Size	2.37	2.29	
Households with children under 18 years of age	26.4%	22.0%	
Households with one or more people aged 60 years or older	44.1%	55.0%	
Householder living alone	26.2%	28.3%	
Householder aged 65+, living alone	11.3%	14.4%	

Estimated Household Income

	MICHIGAN HOUSEHOLDS	BENZIE COUNTY HOUSEHOLDS
Total Estimated Households	4,009,253	7,173
Less than \$10,000	5.00%	2.9%
\$10,000 to \$14,999	4.10%	3.7%
\$15,000 to \$24,999	7.50%	7.7%
\$25,000 to \$34,999	8.20%	7.8%
\$35,000 to \$49,999	12.10%	13.0%
\$50,000 to \$74,999	17.20%	16.6%
\$75,000 to \$99,999	13.40%	15.1%
\$100,000 to \$149,999	16.50%	20.4%
\$150,000 to \$199,999	7.80%	7.0%
\$200,000 or more	8.20%	5.7%
Median Household Income	\$68,505	\$71,327
Mean Household Income	\$92,835	\$92,315

Source: American Community Survey, ACS 5-Year Estimates Subject Tables, Table S1901, 2022

Notes on U.S. Census Bureau terminology:

A "household" includes all the people who occupy a housing unit (such as a house or apartment) as their usual place of residence. A household includes the related family members and all the unrelated people, if any, who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household.

A "housing unit" is a house, an apartment, a group of rooms, or a single room intended for occupancy as separate living quarters. Units in assisted living facilities are considered to be housing units, however, units in nursing homes are not considered to be housing units.

The counts of households and housing units exclude group quarters.

Source: US Census Bureau 2010 and 2020 Decennial Census data; ESRI 2020 Census Profile for Benzie County

Income

Income levels are a major factor in planning for change. In 2022 the County’s estimated median household income was \$71,327; greater than the State of Michigan’s households (\$68,505). However, the estimated mean household income of the County (\$92,315) was slightly less than that of the State (\$92,835).

ALICE (Asset Limited, Income Constrained, Employed) households earn more than the Federal Poverty Level, but less than the basic cost of living for the county. While conditions have improved for some households, many continue to struggle, especially as wages fail to keep pace with the rising cost of household essentials (housing, child care, food, transportation, health care, taxes, and a basic smartphone plan). Households below the ALICE Threshold — ALICE households plus

those in poverty — can’t afford the essentials.

The estimated number of households in poverty in the County, as of 2022, is 11%; slightly lower than the State average of 13%. The estimated number of ALICE households in the county is 28%, the same as the State’s average. Also, the County’s labor force participation rate of 55% is lower than the State’s average of 62%.

There is substantial variation in the number of households who live below the ALICE Threshold within Benzie County. The City of Frankfort, Colfax Township, Joyfield Township and Weldon Township have 50% or more of each of their community’s households below the ALICE threshold. Benzonia Township follows closely at 48%, and Homestead Township is at 42% below ALICE.

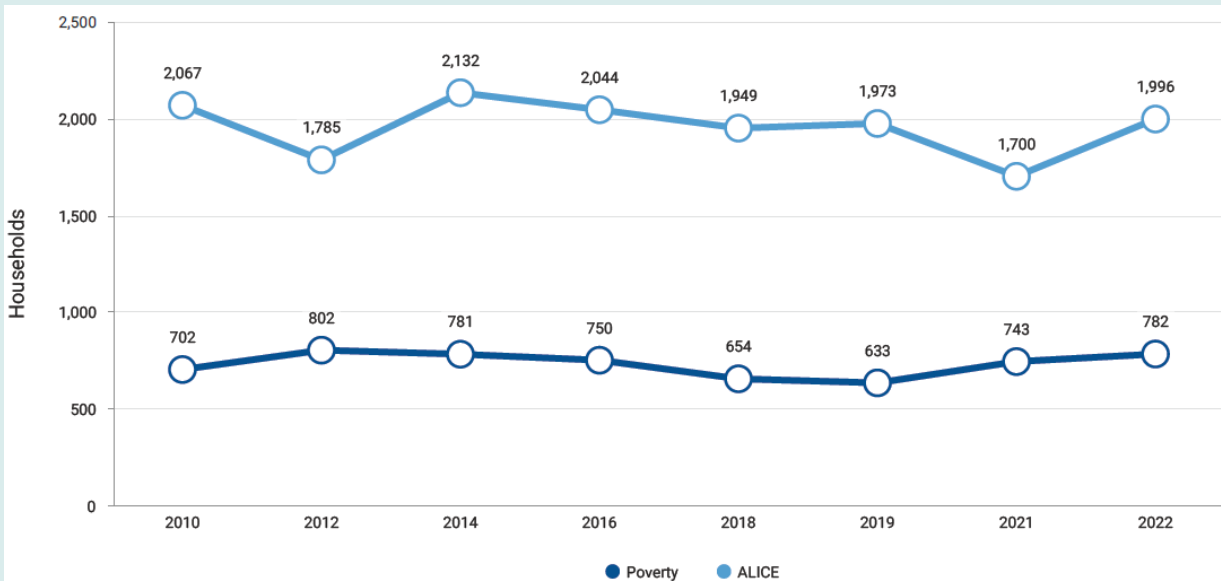
Additionally, the Michigan Department of Health and Human Services’ (MDHHS) Green Book Report of Key

Program statistics for April 2024 indicates that there were 4,367 eligible recipients in Benzie County for one or more of the following financial assistance programs:

Program	# Eligible Recipients in April 2024
Medicaid Eligible	2,899
Food Assistance Program	1,529
Healthy MI Program	1,272
Child Development and Care	65
Family Independence Program	28
State Disability Assistance	1

<https://www.michigan.gov/mdhhs/inside-mdhhs/reports-stats/green-book>

Financial Hardship in Benzie County Households



County Subdivision	Total Estimated Households in 2022	% Below ALICE Threshold
Almira Township	1,484	24%
Benzonia Township	1,183	48%
Blaine Township	258	38%
City of Frankfort	473	58%
Colfax Township	274	59%
Crystal Lake Township	426	38%
Gilmore Township	264	28%
Homestead Township	826	42%
Inland Township	932	31%
Joyfield Township	254	53%
Lake Township	369	33%
Platte Township	150	29%
Weldon Township	280	51%

Source: <https://unitedforalice.org/county-reports/michigan>

2028 Demographic Forecast

A Community Profile report for Benzie County, prepared by Esri, includes a forecast of certain demographic indicators for the year 2028. Forecasts speculate future values for the population with a certain level of confidence, based on current and past values as an expectation (prediction) of what will happen.

The forecast indicates that the aging trend of the population will continue, along with small increases in total population, number of housing units, and the number of households. Over thirty percent of the County’s population is expected to be of age 65 or older.

The average household size is expected to continue to decrease.

The number of owner-occupied housing units is expected to increase, while the number of renter-occupied and vacant housing units will decrease.

Household income levels are expected to increase.

The County will experience only a small increase in racial diversity, as those identifying as “White alone” is expected to decrease slightly from what was reported in 2020.

Esri 2028 Forecast for Benzie County

	2028 Forecast	Increase or Decrease Compared to 2020 Census Data?
Total Population	18,230 persons	Increase
Housing Units	12,253 units	Increase
Occupied Housing Units (Households)	8,023 units	Increase
Owner-Occupied	59%	Increase
Renter-Occupied	6.4%	Decrease
Vacant Housing Units	34.5%	Decrease
Average Household Size	2.25 persons	Decrease
Median Household Income	\$79,979	Increase
Mean Household Income	\$103,506	Increase
Race—identifying as White alone	92.8%	Decrease
Median Age	51.1 years	Increase
Population aged 65+	30.5%	Increase

Seasonal Population

With a permanent population of 17,970, Benzie County is one of the smallest counties in the region in population. However, in the month of July, when accounting for the second-home owners and overnight visitors, Benzie County becomes the third-most populous county in the region. The substantial increase in population is primarily driven by visitors staying in accommodation businesses like

campgrounds, hotels, and motels. Those staying in short-term rentals (STRs) also contribute to the boom in overnight visitors, but they only account for roughly 14% of the total overnight visitors in the month of July. For half the year, the overnight visitor population is larger than the permanent population and second-home population combined.

This large influx of people has a significant impact on transportation, housing, and economic development in the County. There is stress on the natural environment

and physical infrastructure, and an increase in demand for goods and services. Yet a large part of the economy in the County is driven by its seasonal residents and visitors. Tourism provides jobs, supports local businesses, and influences the types of commercial, business, recreational, and other kinds of development that occurs in the County. Additionally, visitors who experience the County's unique sense of place and its physical, natural, and cultural assets may choose to permanently relocate here.

Benzie County Seasonal Population

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEPT	OCT	NOV	DEC	ANNUAL AVG
Permanent Population	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970	17,970
Part-time Population	1,338	1,338	2,008	2,008	2,008	10,708	10,708	10,708	3,012	3,012	3,012	3,012	4,406
Overnight Population	8,804	8,226	8,755	8,845	29,251	30,600	32,227	32,136	29,513	29,713	8,409	8,717	19,600
Accommodations	7,227	6,530	7,204	7,196	25,994	26,340	27,687	27,487	25,836	26,270	7,066	7,244	16,840
Short-term Rentals	1,577	1,696	1,551	1,649	3,256	4,259	4,539	4,648	3,677	3,443	1,344	1,473	2,759
Total Population	28,112	27,535	28,733	28,823	49,228	59,278	60,904	60,814	50,495	50,694	29,391	29,699	41,975
% Seasonal Population	36.1%	34.7%	37.5%	37.7%	63.5%	69.7%	70.5%	70.5%	64.4%	64.6%	38.9%	39.5%	57.2%

Benzie County Seasonal Workforce

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEPT	OCT	NOV	DEC	ANNUAL AVG
Labor Force	8,325	8,347	8,451	8,456	8,914	8,778	8,907	8,807	8,498	8,383	8,363	8,350	8,548
Employed	7,752	7,755	7,953	7,994	8,485	8,251	8,401	8,386	8,130	8,068	8,017	7,899	8,091
Non-Seasonal	7,752	7,755	7,885	7,871	7,969	7,512	7,545	7,598	7,648	7,666	7,730	7,747	7,723
Seasonal	0	0	68	123	516	739	856	788	482	402	287	152	368
Percent of Labor	0.00%	0.00%	0.80%	1.50%	5.80%	8.40%	9.60%	9.00%	5.70%	4.80%	3.40%	1.80%	4.20%

Benzie in the Region

Benzie County is part of a region that is known for its beaches, bluffs, forests, and orchards. From Manistee County in the south up to the Mackinac Bridge, Northwest Michigan claims a long stretch of Lake Michigan's west coast, reaching inland towards vast forests, hundreds of inland lakes, and fertile farmland. The quaint small towns, shorelines, and rural lifestyles that are the hallmark of Northwest Michigan drive a great deal of seasonal activity, fuel its economy, and draw residents, businesses, and visitors. The region is recognized throughout the rest of the state as a tourist destination, and for good reason: the Pure Michigan marketing campaign draws much of its inspiration from Northwest Michigan's beauty and charm.

Benzie County takes up about 7% of the region's land area and about 6% of its population. The smallest county in the region—and the state—at about 317 square miles, Benzie County nevertheless plays an important role in the region's tourist activity. Its many villages and its small city are a perfect blend of beachfront, walkable downtowns, historic character, and small town charm. Sleeping Bear Dunes, part of which is located in northern Benzie County, is a national attraction; and Crystal Mountain is a popular, well-known resort destination that attracts visitors



Photo courtesy of Steve Stephens

year-round. And time-honored traditions like the Cherry Bowl Drive-In Theater in Honor, the Cherry Hut in Beulah, and the Gwen Frostic studio in Benzonia offer one-of-a-kind attractions that are favorite excursions for both visitors and regional residents.

But there's more to the region, and Benzie County, than tourism. Northwest Michigan's year-round residents work in a broad swathe of industries, financing and professional services, retail, and entertainment-related business, with a great deal of "back and forth" across county lines for work,

shopping, medical appointments, education, and services.

This back-and-forth across county lines makes for a regional economy, of which Benzie County is an integral part. Not only is it a tourist destination in its own right, contributing to and drawing from other regional tourist activity, it's also home to thousands of residents who work, shop, and use services in neighboring communities and counties. An estimated 4,263 Benzie residents—54% of its workforce—work outside of the County, while an estimated 3,643

A Regional Economy: Cross-County Work Commutes

How many Benzie residents commute to...

Grand Traverse County	3,076
Leelanau County	535
Manistee County	152
Wexford County	115
Kalkaska County	90
Wayne County	42
Mason County	36
Genesee County	34
Kent County	33
All other counties	150
Total	4,263

How many workers does Benzie bring from...

Manistee County	798
Grand Traverse County	374
Leelanau County	63
Wexford County	55
Antrim County	42
Dallas County, Texas	26
Oakland County	25
Missaukee County	16
Saginaw County	13
All other MI counties	47
Total	1,459

Source: US Census Bureau, 2016-2020 5-Year ACS Commuting Flows

residents work within the County (these counts include those persons working from home).

Understanding how the County fits into neighboring communities and their issues and opportunities is critical in addressing the many “larger than local” issues, like workforce, housing, and transportation needs, that the region is contending with.

Leelanau County

To the north of Benzie County, connected by the scenic highway M-22, lies Leelanau County, which shares a strong agricultural heritage and seasonal economy with Benzie County. Sleeping Bear Dunes National Lakeshore straddles the two counties, bringing over a million visitors to the region every

year.

Manistee County

To the south is Manistee County, accessible via both M-22 and M-31, with small lakeshore communities along the highway that bring visitors who often venture into neighboring Benzie County. Manistee County also provides important health care and educational services at West Shore Medical Center and its satellite of West Shore Community College. Communities in Manistee County are linked to Benzie County by M-22 and US-31, and are often considered to be a part of the Benzie “experience.” Heavy industry located near Manistee provides important employment opportunities for the region’s residents.

Grand Traverse County

Taking US-31 to the east, Benzie residents are closely connected to Grand Traverse County, the region’s employment center. Grand Traverse County, and Traverse City in particular, compel a great deal of traffic to and from Benzie County. Over a third of Benzie’s workforce goes to Grand Traverse County for work, while many other residents access health care at Munson Medical Center in Traverse City. The County is also home to Northwestern Michigan College, providing important educational opportunities for Benzie residents. Other key assets include Interlochen Center for the Arts and the Grand Traverse Resort, both major attractions for visitors from outside of the region.

Regional Planning and the Benzie County Master Plan

Regionally-aligned economic development strategies, adopted at the local and county levels, are critical to ensuring that communities are positioned for success. In the new economy, traditional political boundaries are virtually ignored. Today's communication technologies enable businesses to operate in many communities; workers commute across multiple community boundaries; and businesses draw their customer bases from larger market areas that do not follow political boundaries. On their own, communities can rarely provide all of the features necessary to support new economic needs, especially if it has an undiversified economic base such as tourism. Creating mutually supportive economic development strategies that are aligned across government boundaries can therefore help communities attract and support new investment, facilitate business operation, and create a more competitive regional economy with advantages such as:

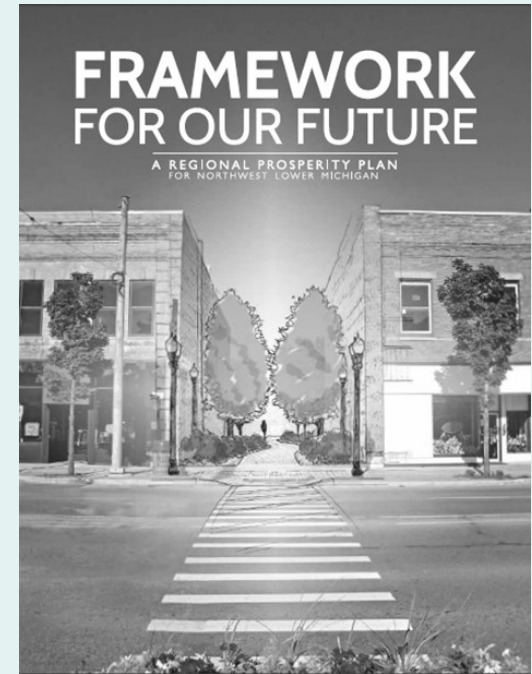
- A wider network of compatible businesses for clustering
- A greater array of services available to a larger market
- Traffic patterns that capitalize on the contributions of multiple communities, while

retaining a greater number of dollars within the region

- Shared government resources to prevent overlapping or duplicative services
- Consolidation of high-cost services

Economic development strategies also allow communities to seek funding, partnerships, and other supports for implementation of projects: because of the limited resources of many units of government, implementation of these economic development activities often requires funding support or incentives from regional, state, or economic development partners.

Consistency with regional economic development initiatives were thus a high priority for the Benzie County Planning Commission. As such, the Benzie County Master Plan was developed to be consistent with related plans and initiatives, including *A Framework for Our Future: A Regional Prosperity Plan for Northwest Michigan*. This regional planning resource for local governments, community organizations was developed as part of Michigan's Regional Prosperity Initiative, which encourages local private, public, and non-profit partners to identify regionally aligned growth and investment



strategies for the State of Michigan to support. The *Framework for Our Future* includes information and tools that can help stakeholders address issues such as housing, transportation, land use, energy, arts and culture, workforce and economic development, community health, food and farming systems, and natural resources. Data and information are intended to help communities supplement their local deliberation, planning, and decision-making processes, and will help to identify the steps a

community can take to address a local issue, if desired.

The Framework for Our Future was developed by Networks Northwest with input and partnerships from a variety of community stakeholders and members of the public through an intensive, region-wide community outreach process. Outreach activities and engagement opportunities included a series of community dialogues, interviews, and other events designed to obtain input from individuals with disabilities, minorities, youth, those in poverty, and others that have historically been underrepresented in planning processes. Public input was used to identify priority community issues and concerns, and to help develop goals, strategies, and actions. The goals, strategies, and actions included in the *Framework* were built upon public input heard throughout the process, as well as on existing and adopted goals from local plans and planning initiatives.

Related Planning Initiatives

Many previous studies and plans have informed the development of the Benzie County Master Plan. Relevant elements of the following plans and studies are highlighted/identified throughout the Master Plan:

- ***The Lakes to Land Regional Initiative.*** Lakes to Land is a unique joint planning effort among the northwestern Michigan townships of Arcadia, Blaine, Crystal Lake, Gilmore, Bear Lake, Joyfield, Lake, Manistee, Onekama, and

Pleasanton; the Villages of Honor, Onekama, Bear Lake, and Elberta; and the Cities of Frankfort and Manistee. The Initiative seeks to bring voices from throughout the region into an articulation of a vision for the region's future. This process resulted in a series of master plans which include a detailed assessment of the community, a consensus on a shared vision, and into policy and action statements that will help each community translate its vision into reality. The communities have now begun collaborating on a clear set of strategies and actions for achieving their vision.

- ***2021 Comprehensive Economic Development Strategy (CEDS)*** Networks Northwest produced this document for the 10-county region as part of their work with the Economic Development Administration (EDA). Networks Northwest is required to complete an updated CEDS every five years. A CEDS is a strategy-driven plan and is the result of a regionally owned planning process designed to build capacity and guide the economic prosperity and resilience of each county and the region.
- ***Benzie County Target Market Analysis.*** A residential target market analysis was completed in 2019 by LandUseUSA Urban Strategies on behalf of Housing North and Networks Northwest. The study contains forecasts for the year 2020 and is an update to an original TMA that was completed in 2014. The study examines the market potential (the

total number of new households moving into each place annually, plus the number of existing households that are moving from one address to another within that same place) for: the City of Frankfort & the Village of Elberta; the Village of Thompsonville; the Villages of Benzonia and Beulah; and the Village of Honor.

- ***Housing Needs Assessment for Northwest Michigan.*** This study was prepared by Bowen National Research in 2022 for the 10 counties in northwest lower Michigan. The document explains the current market conditions and projected changes that are anticipated to occur that will influence future housing needs.
- ***Benzie County 2023 Strategic Plan.*** The Board of Commissioners has set strategic priorities and goals to guide the County's actions and investments over the next two to four years. The intentions are to: focus on long-term impacts; approach challenges with optimism and collaboration; focus on solutions in the near and distant future; consider future generations when making short-term decisions; consider goals and actions through the lens of community and economic growth; and understand constituents may want to oppose things and keeping this in mind while making decisions. Priority areas: 1. Infrastructure and Space Needs 2. Fiscal Health and Responsibility 3. Enhanced County Services 4. Public Spaces and Public Lands 5. Economic Development
- ***Local Plans and Ordinances***



Wexford County

Wexford County, located to the southeast and connected to Benzie by M-115, contributes both workers and jobs to Benzie's economy.

Because not all medical, business, or education needs are met by communities in rural Northwest Michigan, Benzie and other Northwest Michigan residents remain closely connected with other parts of the state. An estimated 150 Benzie residents list their place of employment as other distant Michigan counties as well as some out-of-state employment, reflecting both long drives and telecommutes.

Recognizing the importance of its connections to other communities, Benzie County and its residents have a long history of engagement in regional planning. The Grand Vision, Lakes to Land, the Framework for Our Future, and, most recently, the *Stronger Economies*

Together process, are examples of efforts to consider and account for the long-range goals and activities of neighboring communities in Benzie County's future. And, consistently, the region demonstrates a strong consensus on future growth, recognizing the importance of place, and placemaking, in driving new economic opportunity and maintaining the high quality of life here. Because rural placemaking depends so heavily on regional assets, communities in Benzie County and the region that are working to preserve and maintain its sense of place must frame their placemaking efforts as regional endeavors.

A photograph of a dense forest with tall, slender trees and a thick canopy of green leaves. The ground is covered in ferns and other undergrowth. A semi-transparent green overlay covers the bottom portion of the image, containing white text.

Part 2:

Assets & Opportunities

This page intentionally left blank

Housing

Support and encourage new housing development that is affordable, well designed, and compatible with the County's unique character

Like other Northwest Michigan communities, Benzie County is experiencing changes in housing demand and shortages of a range of housing choices that are impacting businesses, schools, and community vitality. Affordable housing, small homes, rentals, or multi-family housing units consistent with single-family development—otherwise known as the “missing middle”—are all becoming more important in meeting the needs of the workforce, an aging population, small households, young professionals, and families. Without them, employers struggle to hire qualified new workers, including seasonal and professional staff; and schools lose out on new students. The ability to meet these needs is limited by land values, the high costs of development, regulatory obstacles, limited infrastructure, and a lack of developers with the experience or financing options needed to build these new housing types.

Affordable & Workforce Housing

The term “affordable housing” means many things to many people. It is often used to refer to homes that are affordable, either at market rate or through



subsidies, to lower-income households. However, at its simplest, the phrase “affordable housing” simply refers to housing that costs 30% or less of a household’s income. This means that the cost of an affordable home varies depending on a household’s income: an affordable home for a family earning \$100,000 per year will be substantially more expensive than a home that is affordable for a household earning only \$20,000 per year.

In Benzie County, “affordable housing” often refers to

housing that’s affordable to the County’s workforce. Affordable or workforce housing was identified as an important need in the November 2015 business focus group, and was also emphasized in the 2015 survey, with 80% of survey respondents noting that it is important to provide for more affordable housing opportunities. Survey and stakeholder input indicates that young people, professionals, and families all struggle to find housing they can afford. Many employers report shortages of housing for their seasonal workforce; and some employers are unable

The County shall identify affordable housing needs and ensure plans and regulations are prepared and implemented to meet those needs. Incentives should be offered to encourage affordable housing in and adjacent to existing mixed-used centers in the County.

2000 Benzie County Master Plan

to recruit or hire needed employees from outside of the area because of a lack of housing options. Meanwhile, seasonal residential development makes up the bulk of new housing construction, and concerns exist that new “affordable” or “workforce” housing will be purchased, rented, or used for seasonal residents or visitors.

Data and analysis is consistent with public concerns about affordable housing shortages, especially for rentals – of all prices – and for lower-income households. Low-income households make up an important part of the County’s workforce, including many of those working in tourism or service-based industries; and many of these households confront significant challenges in finding affordable housing. But affordable housing shortages, and rental shortages, are impacting even average or moderate-income households in many parts of the County.

The problem is especially pronounced for renters. During and following the Great Recession, economic conditions—including foreclosures—had personal credit impacts that continue to prevent some individuals from purchasing homes. Compounding the situation is the fact many younger households are carrying heavy student loan debt and earning entry-level wages, impacting their ability to afford or purchase a home; and nationwide surveys and studies indicate that many seniors expect to sell their homes

and live in rentals. These trends have increased both the demand and cost for rentals. Residents and stakeholders throughout Benzie County report that all age and income groups have trouble finding adequate rental housing, especially for seasonal workers that need shorter-term leases and lower-income households that must compete with higher-income households for the limited amount of available rentals. Large numbers of low-income households are living in unaffordable housing: while rental assistance is available through some state and federal programs for low income households, high demand and limited funds mean that wait times to access that assistance can be up to several years long. Stakeholders report that even when housing assistance or income is available to help transition individuals out of homelessness, the needed rental housing is not available.

When residents can’t find a home they can afford in or near the community where they work, many move farther out into the countryside where homes are cheaper, or leave the area altogether. But because these locations are far from employment centers, these cheaper homes often come with longer commutes, higher transportation costs, and higher heating or utility costs. The average household in Benzie County spends over a third of their income on transportation costs. The combined costs of housing

and transportation consume 53% or more of an average household’s income in Benzie County; moderate-income households spend about 66% of their income solely on the combined costs of housing and transportation. And many households that must move to rural areas for more “affordable” homes also contend with high energy costs: natural gas infrastructure is lacking in many rural parts of the County, and an estimated 36% of residents heat with propane, which can cost three times or more the cost of natural gas.

Meeting the County’s housing needs requires multiple efforts to address barriers like the cost of development, regulatory issues, and public opposition; and the County and local governments can make important contributions to these efforts. A starting point for local and County actions around housing may be to identify public concerns around affordable housing and address negative stereotypes, by convening town hall meetings, focus groups, or other events to hear input and discuss solutions to affordable housing issues. Often, affordable housing initiatives are limited by stereotypes of affordable housing – about property values, crime, or impacts on community character – that give rise to public opposition of new housing initiatives, preventing new homes from being built or even new policies from being adopted by a local community. The County

What is Affordable Housing?

Because there's no "one size fits all" definition for affordable housing, and because it can include market-rate and subsidized housing, it's important to define the different types and prices of affordable housing, as well as the various income levels and populations served.

Permanent or long-term affordable housing:

Rental or for-sale housing that is made affordable, through public or other subsidies, to low- and moderate-income households. Deed restrictions or other controls limit the resale price or rent for a specified number of years. Affordability may be guaranteed for periods ranging from 10 years to perpetuity.

Workforce housing:

Rental or for-sale housing, located near employment centers, that is affordable to households with earned income. Workforce housing may be either subsidized or unsubsidized, and is often marketed to those with moderate- and entry-level incomes like teachers, police officers, medical technicians, office workers, construction workers, and retail and restaurant staff. Generally these occupations earn up to 100% of the area median income (AMI).

Supportive housing:

Housing that is made affordable to residents with subsidy that is linked to support services such as mental health care, employment or job training assistance, addiction treatment, or other services that support independent living.

Even within each of these categories, the types and prices of affordable housing vary considerably. Various income levels are used by funders and housing providers to determine the level of affordability and the type or level of subsidy. For income levels by county in Michigan, visit www.michigan.gov/mshda.

Housing Resources

Michigan State Housing Development Authority

www.michigan.gov/mshda

Housing North

<https://www.housingnorth.org/>

Housing Affordability in Benzie County

- The estimated median home value in Benzie County of \$227,810 is 8.6% higher than the median home value for the region (\$209,788) and 11.5% higher than that reported for the state (\$204,371).
- More than one-third (38.1%) of renter households in Benzie County are cost burdened*, while nearly one-quarter (23.9%) of owner households are cost burdened.
- 18.4% of renter households and 9.6% of owner households in the County area severely cost-burdened.**
- Overall, Benzie County has an estimated 240 renter households and 1,506 owner households that are housing cost burdened.
- In order to afford the average gross rent of \$828 per month in the County, workers need to earn at least \$15.92 per hour, or \$33,120 per year.

Sources: American Community Survey (2016-2020); ESRI; Urban Decision Group; Bowen National Research's 2023 Northern Michigan Housing Needs Assessment

*Cost-Burdened Households: Paying more than 30% of income toward housing costs

**Severely Cost-Burdened Households: Paying more than 50% of income toward housing costs

LOCAL SOLUTIONS

"Missing middle" housing types like duplexes, fourplexes, and small apartments can be more affordable and more in line with what the region's households are looking for. Yet, funding, and sometimes local politics, limit options to build these housing types. Legislation authorizing new revenue sources and tax incentives can support these private-sector solutions, and local changes to zoning or other policies can streamline the process for builders.

Energy and Transportation Costs

For an average household, transportation makes up the second-largest expense, following housing costs, in a typical household budget. But when homes are located in areas far from jobs or services, transportation costs can approach or even exceed housing costs. For households that “drive til they qualify”—that is, move farther into the country in order to find a home they can afford—these added transportation costs can become a major financial burden. Homes might be sold or rented at lower costs in rural areas, but the distance that households must then travel to jobs or services quickly create added transportation expenses.

Considering housing affordability in the context of both housing and transportation costs can help to create a more complete and accurate picture of affordability. Related factors like heating and utility costs are also connected to a home’s location and affordability, and have major impacts on a household’s budget.

Traditionally, housing has been considered to be “affordable” if it costs 30% or less of a household’s income. New benchmarks for affordability suggest that households should pay no more than 45% of their total income on the combined costs of housing and transportation. In Benzie County, limited transit options and scattered development patterns leave many residents dependent on private vehicles, which leads to higher transportation costs. Data from the Housing + Transportation Affordability Index indicate that combined costs of housing and transportation for an average household in Northwest Michigan consume over half of a typical household’s income, while lower- and moderate-income households spend 73% of their income solely on the combined costs of housing and transportation.

Many of the region’s more “affordable” homes are also located in areas where natural gas infrastructure is unavailable, leaving many lower-income households dependent on expensive heating fuels and struggling with higher energy costs. Energy costs, primarily for heating, pose a significant challenge to many household budgets. An Energy Baseline Assessment conducted by SEEDS in 2013 indicates that the average household in Benzie County pays \$3,329 for energy costs annually.

When considered in the context of other housing costs, such as heating and utilities, the combined costs of housing and transportation for an average regional household



leave little left in the budget for other basic needs like food and medical expenses. These untenable financial situations can result in crisis situations, with many lower-income residents forced to choose between traveling to work, paying utility bills, making monthly mortgage payments or rent, purchasing necessities like food, or making needed repairs to the home. Housing instability—that is, an inability to make needed rent or mortgage payments, thereby jeopardizing the family’s housing situation—arising from the combined costs of housing, transportation, and energy—is a reality for many residents of the region.

Planning Commission took a first step towards identifying and addressing these issues during the Master Plan process, with a presentation on housing issues in Benzie County that was widely attended and sparked further discussion from local residents later on.

But perhaps one of the most important roles that local governments can play in housing issues is through zoning. Zoning ordinances control the type, location, and amount of housing that's built in a community, and can discourage the types of housing development that could help correct affordable housing shortages. Zoning can make room for additional housing, by allowing more homes to be developed in a given area, allowing smaller homes, or by providing incentives for builders that provide affordable units. And, because complex development processes create risk, uncertainty, and costly time delays for developers, one of the simplest approaches is to streamline the review and approval process by allowing desired types of housing to be built "by right" in appropriate locations. The City of Frankfort is one example of how this can work effectively: by allowing multi-family housing by right in certain districts, developers are able to proceed with a level of certainty and efficiency that they wouldn't find in a special use review process.

Because the private sector will drive the development of needed housing, including subsidized affordable housing, local governments may also consider offering incentives for certain types of development. The County has tools available through programs like brownfield redevelopment authorities and land bank authorities that can aid in the development of affordable housing. While Benzie County's land bank authority is designed primarily to address tax

foreclosed properties, it also offers opportunities for housing development, by helping with elements like infrastructure costs and land purchases. In some cases, land bank authorities can make tax-foreclosed properties available at a low cost to nonprofits for the purposes of housing development. Land bank authorities in Grand Traverse and Charlevoix counties have both partnered successfully with nonprofits to bring down land costs, manage ownership of properties, and attract additional grant dollars to a project. Local governments, meanwhile, can offer incentives like payments-in-lieu-of-taxes (PILOTs), which offer tax relief for projects that include affordable rental housing.

The County or local governments can also consider tools like housing trust funds, which dedicate local, public funds to local housing programs. These funds are typically more flexible than other sources of funds, and are designed to address a community's specific housing needs. Flexible, local funding sources are becoming increasingly important as state and federal funding for rural areas declines while demand rises; and stiff competition, policy changes, and grant administration requirements result in an increasingly difficult financing environment. The Grand Traverse County Land Bank Authority offers an example of a housing trust fund in Northwest Michigan, which uses revenues from the sale of tax-foreclosed properties to support affordable housing projects through grants and loans.

Another important local or County role is in addressing infrastructure needs. Multi-family homes, apartments, or other higher-density housing that can provide much-needed affordable housing require infrastructure such as sewer and water services, which are



predominantly available in cities and villages. Benzie County stakeholder input indicates that the lack of infrastructure, or its limited capacity, in some of the County's villages is a major deterrent from new development that would meet local housing needs. Benzie County and local governments can take an active lead in ensuring that adequate infrastructure is available for new housing development.

Housing Quality

A home that is in poor repair, unsafe, unsound, or of poor quality can result in health and safety hazards, financial burdens, or housing instability. In Benzie County, shortages of affordable housing drive many lower-income residents to look for cheaper housing in rural areas. However, many of these more

Opportunities: Affordable Housing

What can the County do?

- Consider offering incentives or participating in partnerships with housing stakeholders and developers through the County Land Bank Authority or Brownfield Redevelopment Authority
- Work with local governments and other stakeholders to explore options for enhancing or expanding infrastructure in appropriate areas

What can local governments do?

- Consider zoning changes to include affordable housing as a standard for approval in planned unit development ordinances
- Consider streamlining permitting and approval processes for desired development types
- Consider adopting or maintaining an ordinance authorizing payments-in-lieu –of-taxes for rental developments that provide affordable housing
- Explore options for enhancing or expanding infrastructure in appropriate areas

“affordable” homes may cost less because they’re aging, deteriorating, or of poor quality. Rather than being cheaper over the long run, this deteriorating housing can come with added financial costs and can affect the health and well-being of household residents.

Disproportionately, poor-quality or substandard negatively affect our most vulnerable populations—seniors, children, and the disabled. Substandard housing has been shown to increase residents’ exposure to allergens, indoor air pollutants, and exposure to extreme temperatures, which in turn can lead to the development of chronic and infectious diseases. Studies have also shown that it can negatively impact the educational attainment of children, and housing issues like the lack of plumbing or inadequate heating have been cited by local agencies as contributing factors in child welfare cases.

While most of the County’s housing stock is in good condition, local tax data and American Community Survey data show that hundreds of homes in Benzie County experience serious physical issues or are deteriorating, and local master plans identify “blight,” including deteriorating homes, as a primary concern. The 2014 Benzie County Housing Inventory indicates that about 300 homes in Benzie County were classified by tax assessment data as being in “poor” condition, with another 2,910 classified as being in “fair” condition. These categories reflect “marked” or “definite” deterioration, with the condition of the property being considered “undesirable.”

37% of all homes in the County that were categorized as being in “poor” condition were non-homestead properties, meaning that the owner of the property

does not reside within the home. In some cases, these homes may be abandoned or vacant; in others, the homes may be used as rentals, with a rental income that may not be sufficient to adequately maintain the home. For renters living in substandard housing, options for repair or improvement may be limited. Escrow accounts may be used by some renters to address needs for housing repair or rehabilitation, but renters may lack the awareness or expertise needed to establish escrow or bring legal action for neglect of rental housing issues. And in a tight rental market, many renters may not press landlords on needed repairs, out of fear that they may lose their housing. Often, these homes may be the only option for many low-income households that cannot find safe or adequate homes that they can afford.

The 63% of homes in Benzie County that are in “poor” condition are homestead-exempt or owner-occupied. While these homes may be more affordable, sold as “fixer-uppers” and/or starter homes for first-time homebuyers, maintenance, repair, and rehabilitation needs can prove to be more costly; and ongoing repairs may be problematic for certain households, such as the elderly or others on fixed incomes.

While housing inspection, rental inspection, and blight ordinances exist in some communities in Benzie County, inspections and enforcement activities are largely complaint-driven and may not address or identify a significant number of homes. The situation is especially difficult when the property is a rental: currently, there are few rental inspection ordinances on the books, leaving little recourse for renters or residents that are living in substandard or deteriorating homes. Local governments that enact rental inspection ordinances in communities with

higher numbers of rentals and/or deteriorating homes may provide some recourse for renters while improving the quality of homes in the community.

The County can also bring important funding options to the table for home repair, through Community Development Block Grant (CDBG) funds provided by the Michigan State Housing Development Authority. This program, which is administered by the Northwest Michigan Community Action Agency for the County, allocates funds to the County in order to provide low-interest loans or grants to homeowners and property owners that are working to improve housing units.

Housing Diversity

Population trends are changing the face of housing and demand in Benzie County; and the housing stock available in many communities may not reflect the changing needs of residents. Home construction here has been historically focused on single-family homes, often built on large lots in rural areas – or on seasonal homes, primarily along the shoreline. But as the population ages, family size declines, and economic issues continue to constrain many households, a larger variety of housing types will be needed. Small homes, rentals, accessible housing, and senior housing are all now in short supply, with demand for these units expected to increase.

Population Characteristics: Age, Household Size, and Families

Population trends in Benzie County point to an ever-growing proportion of older adults, as Baby Boomers enter retirement age and retirees from other parts of the state or nation continue to move to the County;



while young people and families move out, or relocate to the County in smaller numbers. Since 2000, nearly all population growth has been concentrated in groups aged 50 and up. At the same time, the number of individuals below the age of 50 has declined substantially, with the exception of 20-24 year olds, many of whom, national reports show, moved back in with their parents during and following the recession.

The decline in the numbers of younger or working-age residents reflects, in part, the impacts of a severe statewide recession; however, even as the economy rebounds, Benzie County and the region still have not regained younger or working-age individuals or families at the levels at which they were lost in the recession.

As the County ages, households change in many respects, with related changes to housing demand. The number of families with children declines, as children move out to attend college or start their own

Opportunities: Housing Quality

What can the County do?

- Continue administration of the CDBG Home Repair program

What can local governments do?

- Consider adoption and/or enforcement of nuisance and blight ordinances to address structure housing issues
- Consider adoption and implementation of rental inspection ordinances

households. Older households thus tend to be smaller, with many seniors living in either single-person or two-person households. This trend drives demand for smaller homes and multifamily or “missing middle” housing types like townhomes, duplexes, or cottages. Much of the demand comes from single-person households with moderate incomes. But, single family homes will continue to make up the majority of the region’s housing stock in the coming years, meaning that many seniors and other small households will struggle to find homes that meet their needs.

Recognizing the County’s changing population and housing demand, Benzie County stakeholders have indicated support, in surveys and discussions, for strategies that would result in more types of “missing middle” housing options, including rentals, smaller homes, and multi-family housing. They’ve also expressed general support for single-family housing development – depending on its location. More survey respondents (72%) expressed support for providing for additional single family housing in cities and villages, compared to those who felt that it was important to provide for additional single family homes in rural areas or subdivisions (54%).

Local plans and zoning ordinances are key to creating the types of housing needed by Benzie County’s changing population. To diversify housing stock, communities can consider zoning changes that, for

instance, allow multi-family housing construction such as apartments or townhomes; create opportunities to add small homes to existing neighborhoods, through techniques such as cottage zoning or accessory dwelling units; or plan for higher densities in areas with infrastructure and good access to nearby services or jobs.

Locally-led initiatives and policies can also help to address housing concerns for specific population groups, such as seniors and the disabled. Zoning and other policies can help seniors to “age in place,” that is, allow them to remain in their own homes for as long as possible. These policies focus on the ability of seniors to easily meet their daily needs, through transit, pedestrian connections to services, and new home designs that provide barrier-free access. Programs like those available through the Benzie County Commission on Aging are helping seniors to remain in their homes through programs that provide in-home services such as help with home maintenance and repair, personal care, or medical assistance. Additionally, new health care models are designed to provide care via networks of health care professionals and other service providers for seniors living in their homes; and alternative models for senior housing, such as co-housing, offer more diverse options for living independent senior living. The County and local governments can also encourage accessibility or barrier-free design with minimum requirements, such

as wider door and hallway widths, in their construction codes. Other non-regulatory options include creating or enhancing programs for retrofits that will provide barrier-free features to existing homes.

Seasonal Housing

Benzie County’s seasonal “destination” character is an important economic driver, with large impacts on its housing market. A third (33%) of the County’s total housing stock is classified as “for seasonal, recreational, or occasional use.” While new housing construction declined and in some cases halted following the national housing market crash, new seasonal units continued to be built even during the recession. New seasonal homes accounted for nearly a quarter of the region’s total growth in housing units between 2000-2010, and upwards of 40% of total housing growth in Benzie County. In contrast, between 1990- 2000, seasonal housing units only made up 10% of total housing unit change.

These seasonal properties affect the County’s rental and homeownership market. As vacation rental options like AirBnB become more popular, County stakeholders express concern that new housing – particularly “affordable” or “workforce” housing – will be purchased, rented, or used for seasonal residents or visitors. And as land and development costs

The Missing Middle

The term “the missing middle” refers to multi-unit or clustered housing types that are compatible with, and look similar to, single family homes – such as duplexes, fourplexes, row houses, and cottage developments, courtyard apartments. As the County’s population ages, household sizes shrink, and more households look to move to smaller homes, these housing types are increasingly in demand. The 2020 Residential Target Market Analysis for Benzie County indicated a demand for 703 additional housing units, most of which were recommended as detached “missing middle” units such as duplex houses, cottages and accessory dwelling units.



increase, seasonal housing increasingly looks like the best investment for some builders or developers: with a strong market for the homes, and the ability to turn a profit, there is more incentive to build seasonal homes than affordable or workforce housing.

While data is not available to provide details on rental terms, anecdotal reports also indicate that many seasonal homes are rented on a short-term lease basis during the winter months, providing temporary—often affordable—rental housing for families for part of the year. However, during the summer, these homes are likely to come off the long-term rental market, as property owners move to the area for the summer and/or rent the property on a daily or weekly basis, and families must look elsewhere for long-term rental housing. As significant numbers of renters move out of this seasonal housing, and as seasonal or temporary workers move to the region for the summer, added pressure is placed on the rental market, creating additional difficulties for those seeking affordable rental housing.

Seasonal housing, and seasonal residents and visitors, are an important part of the County's economy, bringing with them a wealth of benefits to property values, business activity, and community vibrancy. But the impact of seasonal housing on year-round, and especially seasonal and migrant workers, who have extra challenges in finding housing during the busy summer months that they're here to work, is largely anecdotal and poorly understood. While options exist at the local level for regulating and restricting seasonal or weekly rentals, identifying the benefits and potential impacts of seasonal homes on the County's housing market is a critical first step. The County and local governments may consider in-depth analyses or studies to identify seasonal housing impacts and options that can ensure a proper balance in meeting the needs of year-round and seasonal residents and visitors. Communities can also look to both local examples, like Benzonia, which recently began a seasonal rental licensing initiative, along with regional and national examples, to determine impacts on the local economy.

Opportunities: Seasonal Housing

What can the County do?

- Coordinate or participate in County-wide studies or analyses of seasonal housing impacts and regulatory options

What can local governments do?

- Coordinate or participate in County-wide studies or analyses of seasonal housing impacts and regulatory options
- Explore options for regulating or licensing short-term rentals

2023 Northern Michigan Housing Needs Assessment

Housing North retained Bowen National Research in August 2022 for the purpose of conducting a regional Housing Needs Assessment of the 10-county region in Northern Lower Michigan. Addendum D of the report contains an overview of demographic and housing metrics specifically for Benzie County. The report concluded that Benzie County has an overall housing gap of 1,508 units, with a gap of 214 rental units and a gap of 1,294 for-sale units. The following tables summarize the rental and for-sale housing gaps by income and affordability levels for Benzie County. Details of the methodology used in this analysis are provided in Section VII of the report.

Benzie County Rental Housing Gap Estimates (2022-2027)

Percent of Median Income	≤50%	51% - 80%	81% - 120%	121%+
Household Income Range	≤\$41,550	\$41,551-\$66,480	\$66,481-\$99,720	\$99,721+
Monthly Rent Range	≤\$1,039	\$1,040-\$1,662	\$1,663-\$2,493	\$2,494+
Household Growth	-28	-8	6	11
Balanced Market*	26	7	4	2
Replacement Housing**	26	3	1	0
External Market Support^	21	5	3	2
Severe Cost Burdened^^	86	44	15	0
Step-Down Support	10	-1	-3	-6
Less Pipeline Units	-12	0	0	0
Overall Units Needed	129	50	26	9

Source: 2023 Northern Michigan Housing Needs Assessment, prepared by Bowen National Research.

*Based on Bowen National Research's analysis of area rentals

**Based on ESRI/ACS estimates of units lacking complete indoor plumbing or are overcrowded

^Based on Bowen National Research proprietary research and ACS migration patterns for the county

^^Based on ACS estimates of households paying in excess of 50% of income toward housing costs

Benzie County For-Sale Housing Gap Estimates (2022-2027)

Percent of Median Income	≤50%	51% - 80%	81% - 120%	121%+
Household Income Range	≤\$41,550	\$41,551-\$66,480	\$66,481-\$99,720	\$99,721+
Price Point	≤\$138,500	\$138,501-\$221,600	\$1221,601-\$332,400	\$332,401+
Household Growth	-295	-87	44	410
Balanced Market*	61	38	48	37
Replacement Housing**	54	18	11	6
External Market Support^	84	55	68	74
Severe Cost Burdened^^	400	200	68	0
Step-Down Support	45	27	139	-211
Less Pipeline Units	0	0	0	0
Overall Units Needed	349	251	378	316

Source: 2023 Northern Michigan Housing Needs Assessment, prepared by Bowen National Research.

*Based on Bowen National Research's analysis of for-sale product within county

**Based on ESRI/ACS estimates of units lacking complete indoor plumbing or are overcrowded

^Based on Bowen National Research proprietary research and ACS migration patterns for the county

^^Based on ACS estimates of households paying in excess of 50% of income toward housing costs

As the preceding tables illustrate, the projected housing gaps over the next five years encompass a variety of affordability levels for both rental and for-sale housing product. It appears **the greatest rental housing gap in the county is for the lowest housing affordability segment (rents below \$1,040 that are affordable to households earning up to 50% of AMHI)**. Within the **for-sale housing gap estimates**, it appears that **all home price segments have housing gaps of 251 or more units**. Although development within Benzie County should be prioritized to the housing product showing the greatest gaps, it appears efforts to address housing should consider most rents and price points across the housing spectrum. The addition of a variety of housing product types and affordability levels would enhance the subject county's ability to attract potential workers and help meet the changing and growing housing needs of the local market.

Benzie County SWOT Analysis for Housing

Addendum D of the 2023 Housing Needs Assessment also contains an analysis of strengths, weaknesses, opportunities, and threats (SWOT) in that can lead to strategies that can be developed and implemented to address local housing issues in the County.

The SWOT analysis revealed that the County’s housing market has availability and affordability issues, particularly among housing that serves lower income households. These housing challenges expose the county to losing residents to surrounding areas, making the community vulnerable to the existing housing stock becoming neglected, discouraging potential employers coming to the area, and creating challenges for local employers to retain and attract workers. There are housing gaps for both rental and for-sale housing alternatives at a variety of rents and price points. As such, county housing plans should encourage and support the development of various product types and affordability levels.

Strengths	Weaknesses
<ul style="list-style-type: none"> • High level of rental housing demand 	<ul style="list-style-type: none"> • Limited available rentals and for-sale housing
<ul style="list-style-type: none"> • Strong demand for for-sale housing 	<ul style="list-style-type: none"> • Extremely low share of rentals
<ul style="list-style-type: none"> • Positive projected household growth 	<ul style="list-style-type: none"> • Lack of affordable workforce and senior housing alternatives
<ul style="list-style-type: none"> • Positive median household income growth 	
Opportunities	Threats
<ul style="list-style-type: none"> • Housing need of 214 rental units 	<ul style="list-style-type: none"> • The county risks losing residents to other areas/communities
<ul style="list-style-type: none"> • Housing need of 1,294 for-sale units 	<ul style="list-style-type: none"> • Vulnerable to deteriorating and neglected housing stock
<ul style="list-style-type: none"> • Attract some of the 1,561 commuters coming into the county for work to live in the county 	<ul style="list-style-type: none"> • Inability to attract businesses to county
<ul style="list-style-type: none"> • Approximately 41 parcels that could potentially support residential development (see page VI-56 of the HNA). 	<ul style="list-style-type: none"> • Inability of employers to attract and retain workers due to local housing issues
	<ul style="list-style-type: none"> • Influence of seasonal/recreational housing

Transportation

Ensure a well-maintained and connected transportation network for all vehicles, pedestrians, bicyclists, and transit riders

The rural nature of Benzie County and the surrounding region – its long distances between jobs, homes, schools, and communities – leaves many residents dependent on private vehicles for transportation. Much of the emphasis on transportation, historically, has thus been placed on the roads that get residents from point A to point B, allow businesses and farms to import or export products, and bring tourists to the region. Investment in and maintenance of the County’s road network is clearly an important priority for residents, visitors, businesses, economic development, and quality of life. Yet, many residents can’t or don’t drive; and a dependence on private vehicles tends to be costly, accounting for more than 30% of a household budget in Benzie County. Benzie County transportation stakeholders must work to balance vehicular travel and road maintenance with multi-modal options that meet the needs of all residents.

Roads & Highways

About 180 miles of primary roads, along with 445 miles of local roads that are maintained primarily by county road commissions and city or village governments, provide the bulk of Benzie County’s



transportation network. Highway access from outside the area is provided by a number of routes:

- US Route 31, Benzie’s busiest highway, carries traffic to and from Benzie County from Manistee to the south and Grand Traverse County to the west.
- M-115 provides access to the County from the east.
- M-22 carries traffic from Manistee north through

the County up to the Leelanau Peninsula.

Traffic counts indicate that travelers from within and outside the region travel over 209,000 miles annually on these roads.

Much of that traffic is from commuters: 53% of Benzie County workers commuted to work outside of the county. This flow of workers to and from Benzie County – nearly all of whom depend on private vehicles to get to work –accounts for a significant portion of traffic volume on the County’s roads.

Opportunities: Roads & Highways

What can the County do?

- Continue to administer County road millage and seek added funding for road improvements and maintenance
- Implement Transportation Improvement Plan
- Minimize life cycle costs/follow an affordable investment
- Develop and implement asset management plan
- Consider public/private partnerships and competitive service contracts for maintenance and operations

What can local governments do?

- Enact and administer local road millages
- Implement traffic calming measures in commercial corridors and other high-traffic roads
- Identify traffic safety concerns and resolve in a timely manner
- Encourage shared access and drives along roadways maintenance and operations through access management

The seasonal population increase experienced in Benzie County in the summer months has significant impacts on its transportation network. The 2022 Seasonal Population Study for Northwest Lower Michigan, conducted by Networks Northwest found that the County's population grows by 121% between February and July, leading to substantially higher traffic volumes in communities and along roadways throughout Benzie County.

Asset Management and Maintenance

A critical component of road and highway infrastructure is the on-going maintenance of the existing road surface. A program known as "asset management" allows communities to plan for and manage needed road maintenance, by collecting data about surface condition of roads and then managing pavement conditions based on strategic goals outlined by the MDOT and local road agencies. The process helps transportation agencies to make the most efficient use of public resources when improving road infrastructure.

Each year, Benzie County, Networks Northwest, and MDOT survey the condition of all arterial and collector roads that are eligible for federal aid dollars using the Pavement Surface Evaluation and Rating (PASER) system. PASER is a visual rating process that assigns a value to a road segment based on its condition at the

time of the rating. Based on that evaluation, maps and comparative tables are generated by county. Asset Management provides the primary input into annual maintenance plans for the road commissions, cities that manage roads under Act 51, and MDOT. During ratings conducted between 2022-2023, over 451 miles of federal-aid-eligible roads in Benzie County were evaluated with the PASER system. 53.9% of roads were rated "good"; 24.6% were rated "fair;" and 21.5% were rated "poor."

The poor condition of roads was identified as a primary concern for County stakeholders. On November 10, 2015, the State of Michigan enacted multiple statutes that increased transportation funding for all road agencies, by providing additional revenue into the Michigan Transportation Fund starting in 2017. Additionally, on November 15, 2021, President Biden signed the Infrastructure Investment and Jobs Act (IIJA) (Public Law 117-58, also known as the "Bipartisan Infrastructure Law (BIL)") into law, which is the largest long-term investment in our infrastructure and economy in our Nation's history. It provides \$550 billion over fiscal years 2022 through 2026 in new Federal investment in infrastructure, including in roads, bridges, mass transit, water infrastructure, resilience, and broadband.

Both Benzie County and local governments have stepped up to ensure that the County's transportation

A maintenance, road improvement, and inter-modal connection strategy, including spending priorities, shall be developed for County roads.

2000 Benzie County Master Plan

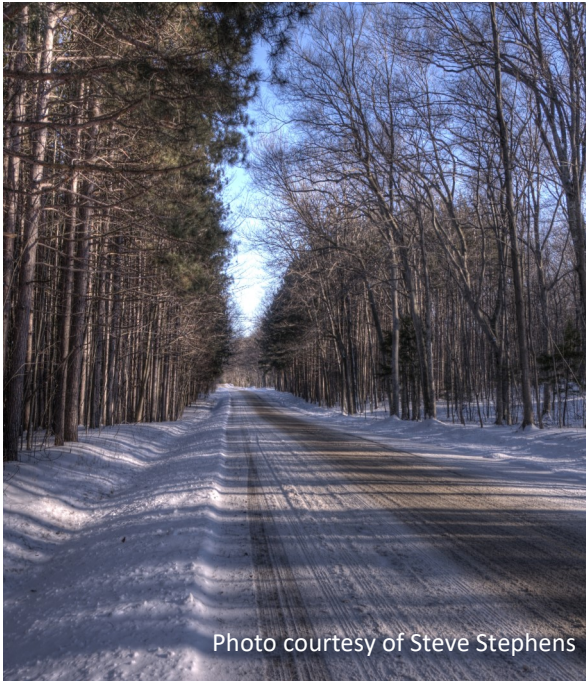


Photo courtesy of Steve Stephens

network is safe and well-maintained. Following recommendations made in the 2000 County Master Plan, both local and County government have recognized the important roles they play in transportation, and are deeply invested in funding and providing road maintenance and improvements. A Benzie County millage provides funds for improvements and maintenance for both local and county roads. In the county's fiscal year 2023, the millage provided about \$1,253,778 in funds to the County Road Commission. A portion of the millage is directed to the City of Frankfort and the six incorporated villages in the County; each receives an equal share of the millage revenue based on their respective SEV's.

A Local Road Committee selects the local road projects to be completed each year, while the County Road

Opportunities: Air and Water Transportation

What can the County do?

- Support waterway trail systems and land/water infrastructure
- Explore the development of port facilities to accommodate cruise ships
- Support ferry services and other water transportation options that enhance travel and tourism in the region

What can local governments do?

- Consider land use planning initiatives around airports to minimize public safety hazards while supporting airport operations

Commission selects the primary road projects to be funded. Some County Road Commission funding is also used to fund nighttime winter maintenance of County primary roads.

Local governments can also choose to pursue a local road millage to fund improvements in their own communities. In Benzie County, Crystal Lake Township, Gilmore Township, Inland Township and the Village of Elberta collect dollars through road millages to maintain and improve their local roads.

Additionally, through participation in Michigan's Rural Task Force (RTF) planning process, road commissions, incorporated rural city and villages, transit agencies, help allocate state and federal funding to local road projects, including primary roads and village streets, along with transit projects. In the RTF process, each local road or transit agency develops a list of priorities

that are brought to the regional RTF meetings, where they are balanced against other members' needs in the context of available funding. With input from all transportation stakeholders and the public, the process results in a four-year Transportation Improvement Program (TIP) that addresses the region's most immediate transportation needs. Benzie County participates in the Region 10-C RTF, with neighboring counties of Grand Traverse and Leelanau.

Road Safety

Road safety was a high priority and concern for Benzie County stakeholders, particularly relative to traffic speeds, shoulder widths, and traffic volume. In 2022, there were 607 automobile crashes in Benzie County (not including deer/car collisions), resulting in 2 fatalities, and 94 injuries (www.michigantrafficcrashfacts.org/doc/2022/county-profiles/benzie).



Photo courtesy of Steve Stephens

In rural areas like Benzie County, crashes are often single vehicle events involving lane departure or a fixed object, like trees, poles or fences. These crashes are often influenced by factors such as weather, and driver behavior. Other key safety issues facing transportation planning in Benzie County include issues such as:

- Intersection/ Road departure safety
- Young/Elder driving groups
- Altering negative driver behavior
- Highway work zones
- Snowmobile crashes
- Seatbelt usage
- Deer accidents
- Pedestrian and bicycle safety.

One notable safety issue in communities that feature commercial corridors along state trunklines - like Honor, Elberta, Benzonia, and Beulah - is that of pedestrian safety. High volumes of traffic along these

roadways, combined with relatively high traffic speeds, create safety concerns for pedestrian crossings across the trunkline. In some cases, these areas include high concentrations of hotels, restaurants, and retail along both sides of the road; however, access to and from these destinations often lacks safe pedestrian crossings, discouraging pedestrian activity.

In some commercial corridors and downtown areas, local governments and other stakeholders can implement various designs that will mitigate traffic speeds and improve pedestrian safety in ways that also meet other community goals like placemaking; and a variety of funding mechanisms are available for implementation. Traffic calming measures like narrowing road widths along commercial corridors and/or in downtowns; streetscapes; crosswalks; and shared road spaces that lower traffic speeds can often be funded with tax increment financing dollars in downtown development districts (DDAs) and grant dollars from state or federal sources. For safety issues on the state highway system, MDOT works with communities through the Context Sensitive Solutions and Complete Streets program to engage the public and local government to address any issues; yet, walkability and pedestrian safety remain concerns in many communities.

Access management is another potentially high-impact, locally-driven approach to traffic safety. Access management reduces the number of driveways on a roadway and provides inter-parcel connections to reduce conflicting turning movements. Communities can develop access management plans that can integrate zoning approvals for development projects, along with public capital improvement plans to

manage the corridor access. Implementing an access management program will encourage smooth and safe traffic flow on community roadways and can help communities avoid some of the traffic problems caused by uncontrolled strip development.

Air & Water Transportation

Airports

Air transportation is critical to the region’s economy. In addition to providing important services to area residents, airports support our region’s strong tourism industry, and significant amounts of freight travel through them on a regular basis. Benzie County’s air travel needs are primarily served by Cherry Capital Airport in Traverse City, which is owned by the City of Traverse City and Grand Traverse County and operated by the Northwest Regional Airport Authority. Cherry Capital is the region’s primary airport, providing both air freight service and commercial air service. Commercial parcel carriers United Parcel Service (UPS) and Federal Express (FedEx) both fly out of the airport multiple times each day. In addition, Cherry Capital Airport is a Port of Commerce for shipping, and supports the operations of the U.S. Coast Guard, U.S. Army Reserve, and private aviation businesses.

In 2023, over 700,000 passengers flew from or to Cherry Capital Airport, making it the third busiest passenger airport in Michigan. Also, over 1.9 million pounds of freight passed through the airport in 2023, representing the fifth largest amount of air freight in the state (<https://mdotjboss.state.mi.us/AIRSTATS/AIRSTATSHome.htm>).

Commercial air service is also provided at the Manistee Blacker Airport in neighboring Manistee County.

While Cherry Capital Airport is the largest airport in the region, each county hosts one or more “utility airports” that provide important services to businesses, visitors, private pilots, and others. As the economies of the state and the region become increasingly networked on a global scale, air transportation is a fundamental infrastructure component for economic development. Benzie County is home to the Frankfort Dow Memorial Field Airport, the Thompsonville Airport, and the Betsie River Airstrip Airport, all of which provide basic utility airport service.

Water Transportation

Benzie County’s Lake Michigan shoreline has historically contributed to commercial freight movement by ship. Great Lakes ports have the unique feature of connecting to both the Atlantic Ocean via the St. Lawrence Seaway and also the Gulf of Mexico via the US Coast Guard approved Mississippi Barge Route. All commercial ports in Michigan are serviced by US Customs offices in Detroit, Sault Ste. Marie, Saginaw and Port Huron.

A commercial port is located in the City of Frankfort. The Frankfort Harbor is a deep draft commercial harbor with over 6,400 feet of breakwaters, piers, and revetments, and there is approximately a half mile of maintained federal channel. It has served as a locally significant receiving port for asphalt and petroleum products; it currently supports over 200 recreational boat slips. The Harbor may offer opportunities to

contribute to economic development efforts, by supporting cruise ships or high-speed ferries across Lake Michigan that could enhance the County’s tourism industry.

Non-motorized Transportation

Benzie County is home to 165 miles of motorized and non-motorized trails, along with hundreds of miles of sidewalks and bike lanes, primarily within developed communities that provide pedestrian and bicycle access. The County’s most extensive trail, the Betsie Valley Trail, is 22 miles long and extends from Frankfort through Elberta and Beulah to Thompsonville in Benzie County.

Benzie County’s non-motorized trails, sidewalks, and bike lanes are a prized recreational and quality of life asset for residents and visitors. Its sidewalks and bike lanes are especially important to those who can’t or don’t drive, due to disability, income, or other circumstances, and who have limited options to access jobs and services. Trails and sidewalks come with a community-wide benefits as well:

- They help promote healthy lifestyles, by providing a unique opportunity to combine physical activity with transportation.
- Non-motorized pathways, particularly trails, have been found to have significant economic impacts, generating tourism and visitor spending in retail sales, hotel stays, and restaurant visits. Many trail users travel to the region specifically for access to trails and contribute substantially to local and

Opportunities: Non-Motorized Trails

What can the County do?

- Convene stakeholders to develop and maintain trails
- Incorporate sidewalks and bike lanes where appropriate into planned transportation improvements

What can local governments do?

- Convene stakeholders to develop and maintain trails
- Improve disabled access in crosswalks and intersections
- Connect residential, employment, shopping, services, recreation, and tourism assets with non-motorized and transit options
- Develop, enhance, or improve sidewalks or non-motorized pathways in and near higher-density residential developments to ensure non-motorized connections with nearby amenities
- Incorporate sidewalks and bike lanes where appropriate into planned transportation improvements



because road design may not accommodate those with disabilities, disabled individuals experience more difficulties in accessing non-motorized transportation pathways. Biking or walking is likely not an option at all for those that live long distances away from their jobs or other needed destinations.

Because trails and sidewalks are often considered recreation assets that don't receive the same level of funding priority as other transportation options, the development process for non-motorized connections is often complicated by funding limitations.

Non-motorized pathway development also comes with a variety of administrative complexities. The work to be done to detail routes, secure property approvals, and design, finance and construct new trails is complex and lengthy: trail development often takes 10 or more years from concept to construction. And, because trail development, by its nature, often crosses government boundaries, the process of planning and implementing trail routes and connections can run into procedural barriers and political difficulties. Further, trail ownership is often divided among various agencies: portions may be managed by the State of Michigan, others might be maintained by nonprofit organizations, while still others are owned and maintained by local units of government. Increasing the complexity of trail management is the variety of user groups engaged in their use and maintenance. While many trail uses are compatible, some activities may preclude the use of the trails for other activities. For instance, mountain biking and hiking have different trail needs, as do winter activities like snowshoeing, fat-tire bikes, and 30 km cross-country skiing, creating some safety concerns and usage conflicts.

regional economic activity. Trails are also a top community amenity sought by prospective homeowners.

- Because non-motorized facilities are a desirable lifestyle amenity that enhances recreation opportunities and draws new residents – particularly the skilled workforce that drives new economic activity – to a community, they are increasingly recognized as important community infrastructure and economic development assets.

The availability of pedestrian and bicycle facilities is especially important to those living in poverty that have few other transportation choices. Without a reliable vehicle or convenient transit access, many individuals bike or walk to work, school, shopping, and services. But commuters that need non-motorized facilities face a number of challenges. For instance, while there are extensive sidewalk and bike lane

networks in cities and villages throughout the County, these facilities are often focused in the downtown and nearby neighborhoods. Typically, affordable housing is located outside of these areas. The expansion of sidewalks by local communities often includes a cost share requirement with adjacent property owners, which becomes problematic in neighborhoods with more affordable housing due to limited homeowner resources and/or because landlords of rental units have little incentive to pay the additional cost. And because most bike trails are designed for recreation, rather than for commuters, they may not connect with or provide routes to important destinations such as employment or shopping centers. Many jobs are located in high-traffic commercial areas—often without sidewalks—that present safety hazards when walking or crossing a street. These difficulties are compounded by winter weather, when snow may make some walking or biking routes impassable. And,

The Betsie Valley Trail provides an important model for the development, administration, and long-term management of trail systems. The Betsie Valley Trail is owned by the Michigan Department of Natural Resources (MDNR) and managed by the Betsie Valley Trail Management Council. The Friends of the Betsie Valley Trail, a non-profit corporation formed in 1993, supports the efforts of the DNR and Benzie County by providing many volunteer hours to maintain it. The Friends of the Betsie Valley Trail have worked since 1988 to plan, design, and build this trail. There are still some projects to be funded and completed, such as trail paving and culvert work between Beulah and Thompsonville, and on-going trail maintenance.

Transit

All residents need transportation options that can connect them to jobs, education, health care, and community services. In rural areas like Benzie County, where homes, jobs, and services are spread out over long distances, alternatives to a private vehicle, like transit, are essential for commuters, seniors, the disabled, visitors, and students and others that can't or don't drive.

In response to the need for transit expressed by residents, Benzie citizens, local governments, and the County have worked proactively since the 1990's to develop, fund, and maintain a transit service. In April of 2006, the Benzie County Board of Commissioners formed the Benzie Transportation Authority and appointed 10 county residents to the Board of Directors. The Board engaged the community through a grassroots approach to earn community support for a millage, which was approved at its first appearance on the ballot—the first time in Michigan's history that

a public transportation ballot had passed on the first attempt. In January 2007, the Benzie Bus became a reality, and opened its doors to the public.

Today, Benzie Bus services include both “fixed-route” service—in which a bus arrives at known stops throughout the day to take riders along a regular route—and “dial-a-ride,” or demand-response service, which allows residents to call the transit agency to be picked up at one location and taken to another. In 2023, Benzie Bus served over 100,700 riders, a 20% increase from 2022 ridership levels. Ridership increases in the summer, with additional passengers using the fixed-route village connector services in particular. The transit service connects riders to work, school, shopping, medical appointments, social services and recreation.

Transit access in Benzie County, like that in many rural communities, has historically been limited. The practicalities of using transit in rural areas prevent many workers and others from using transit for daily needs: transit agencies face the challenges of serving permanent residents and visitors throughout a region that is generally low in density and large in area, requiring long bus routes to connect the activity centers. Other challenges include serving high volumes of seasonal tourists who come to the region; providing service with travel times that enable reasonable commutes for the region's workers; and ensuring financial sustainability by increasing revenues and controlling operating costs. Additional barriers prevent many workers from using transit for daily needs:

- Demand-response transit, which makes up the bulk of transit services in Benzie County, often

Opportunities: Transit

What can the County do?

- Support, convene, or participate in a Regional Transit Network to coordinate transit across system boundaries
- Encourage employers to provide transportation and vanpool programs
- Work with transit partners to identify opportunities for cost-sharing or efficiencies

What can local governments do?

- Develop local guidelines for transit stops and development review
- Consider zoning changes to require consideration of transit stops in site plan review
- Consider zoning changes to require consideration of transit stops in commercial and higher-density residential development

Transportation Resources

Michigan Department of Transportation
www.michigan.gov/mdot



comes with lengthy service times. And, whether demand-response or fixed-route, transit schedules or service times often don't accommodate work schedules for many commuters.

- Poor connections between communities and across county boundaries complicate transit use, particularly for the many commuters and others that must frequently cross county lines for employment, shopping, or medical appointments. Without a coordinated fare system or schedules, transfers between counties can be costly and time-consuming.
- Using transit can be intimidating for many first time riders – especially the elderly and people with disabilities who may need assistance in accessing the system. Other would-be riders may struggle to navigate the system or routes, while still others may be discouraged from using transit

Streets referred to as “Complete Streets” are roadways that are planned, designed, and constructed to provide appropriate access to all legal users in a manner that promotes safe and efficient movement of people and goods whether by car, truck, transit, assistive device, foot, or bicycle.

Michigan Public Act 135 of 2010

due to various stigmas associated with bus usage.

Benzie Bus has taken important strides in addressing many of these challenges. In response to employee surveys regarding transit needs, Benzie Bus added later evening hours and Saturday services, launched a premium express route, established a fixed route service, and worked to improve inter-County routes that would enhance services for commuters. Responding to increased traffic and potential demand from the County's seasonal population increases, services were developed specifically for seasonal residents and visitors, including points-of-interest tours, park-n-ride shuttle buses to festivals and Beach Bums baseball games in Traverse City. A fixed route was also added from Thompsonville to Interlochen, with connections from Frankfort and then to the BATA system. Benzie Bus has also worked to improve transportation services for those that can't drive to needed doctor appointments, medical treatments, or other non-emergency medical transportation needs, through a Medicaid-funded service to provide non-emergency medical transportation into Grand Traverse and Manistee counties. Additionally, Benzie Bus works with the school system to provide after-school service to students.

Benzie Bus works continually to reduce miles, hours, and fuel per passenger; while simultaneously growing the number of riders per mile, in order to optimize operational efficiencies. But, while Benzie Bus works to maximize efficiencies, the nature of rural transit and the current transit landscape means that funding is limited and steep challenges exist to expanding services. As demographic changes and aging trends are likely to lead to increased demand for public transportation, it will be important for Benzie County and community stakeholders to work together to best meet transportation needs. There may be opportunities to work collaboratively with local and County government to reduce expenses, including utilizing transit maintenance departments for government vehicles. Other opportunities for community collaboration might include the use of transit for health care providers that require non-emergency medical transportation.

Transit works best when supported by good land use, road connectivity, and complete streets: coordinating new development with transit infrastructure needs will result in improved safety and efficiency. Local governments can support better transit by incorporating transit guidance in site plan review or other relevant zoning policies.

Complete Streets

A street design concept known as Complete Streets allows stakeholders to integrate considerations on roads, transit, and non-motorized facilities in a way that meets all residents' transportation needs.

Complete Streets provide access to everyone: they are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, bicycle to work and allow buses to run on time:

- Streets designed with sidewalks, raised medians, better bus stop placement, traffic-calming measures, and treatments for disabled travelers improve pedestrian safety.
- Complete streets also encourage walking and bicycling.
- When residents have the opportunity to walk, bike, or take transit, they're able to replace car trips with these inexpensive options.
- A recent study found that people who live in walkable communities are more likely to be socially engaged and in better health than residents of less walkable neighborhoods.
- Complete Streets create more walkable and livable communities, which is important for Baby Boomers, Millennials, and others that are increasingly looking to live and do business in neighborhoods and districts that are highly walkable.
- Increased opportunities for walking and biking

help to reduce air pollution from cars and trucks, as well as the size and amount of paved areas, resulting in a potential reduction in storm water quantity and quality.

- Improved non-motorized connections reduce conflicts between various modes of travel, improving safety for pedestrians, bicyclists, motorists, and other transportation network users.

There is no single design prescription for Complete Streets; each one is unique, designed around and responding to its community context. A complete street may include sidewalks, bike lanes or wide paved shoulders; special bus lanes; comfortable and accessible public transportation stops; and/or frequent and safe crossing opportunities which involve median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and more. In rural areas, Complete Streets may simply feature wide shoulders to allow safe biking and walking paths that connect to trails and public transit. Low-speed roads with on-street parking, well-marked crossings, and sidewalks with accessible curb cuts on one side of the street may best meet the needs of a residential area.

Because the form and design of buildings can impact a community's walkability, vehicular access, and connectivity of the road network, complete streets also require integrated design that occurs within the context of land use developments. Regulations affecting these features, like those found in zoning ordinances, are thus critical elements of effective Complete Streets planning and design. Communities that want to prioritize Complete Streets can consider incorporating street design guidelines into their

Opportunities: Complete Streets

What can the County do?

- Make Complete Streets considerations a priority in new road projects or improvements
- Adopt a Complete Streets resolution or plan
- Provide education on Complete Streets principles and design components

What can local governments do?

- Make Complete Streets considerations a priority in new road projects or improvements
- Adopt a Complete Streets resolution or plan
- Integrate Complete Streets guidelines and standards in master plans and zoning ordinances
- Consider zoning amendments that require sidewalks or other non-motorized pathways in all new residential developments
- Consider mixed-use or form-based zoning that result in greater multi-modal connectivity among residential areas, schools, employment centers, shopping, and transit



Improvements to pedestrian circulation, bike paths, bus service, and airport service shall be made consistent with adopted plans for long-range improvements of these transportation services.

2000 Benzie County Master Plan

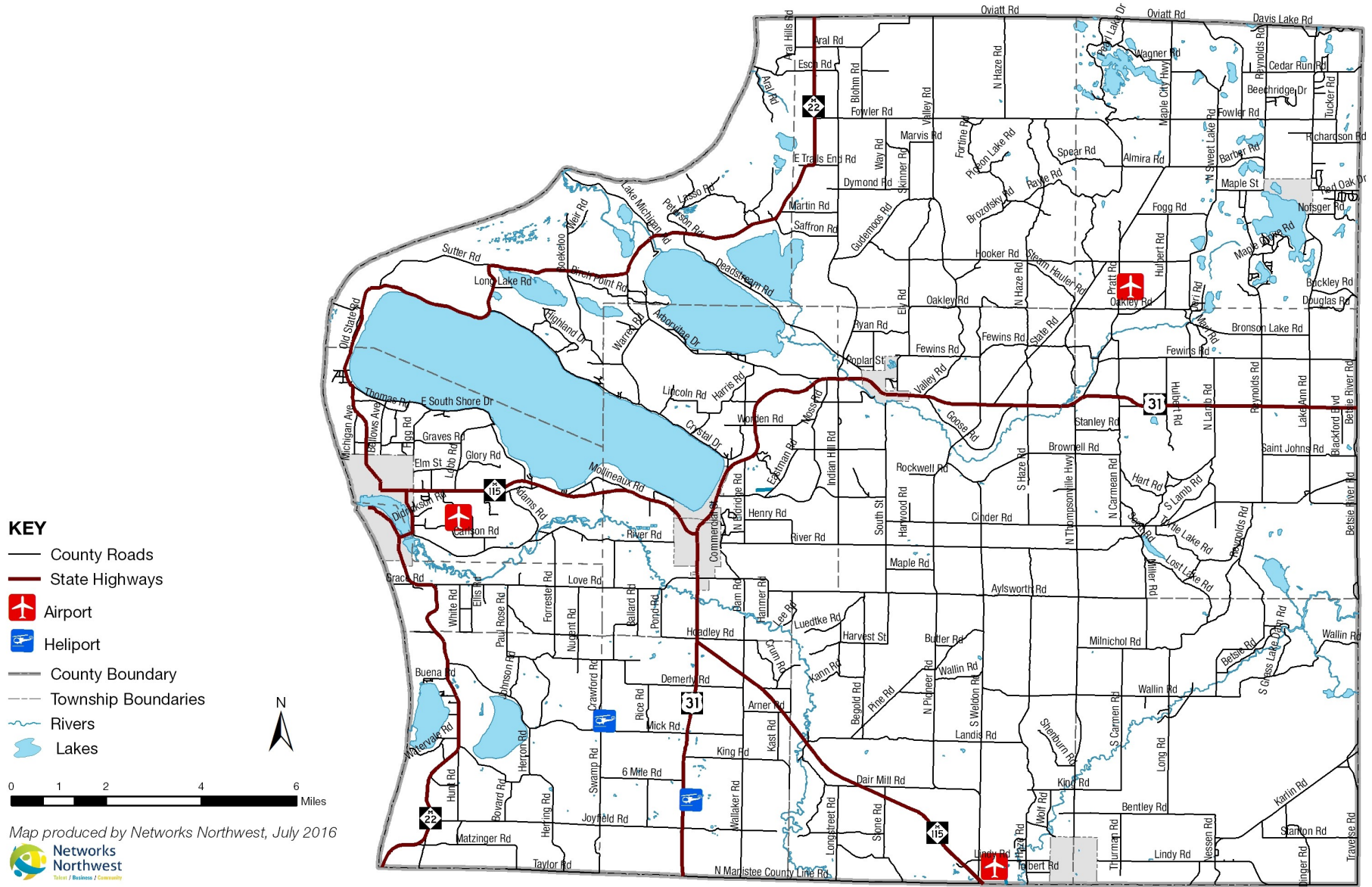
Streets principles are a primary consideration in any new construction or modification to the City's transportation network.

master plan. They may also adopt Complete Streets resolutions, which typically establish that any local investment into the community's transportation network requires consideration and incorporation, if possible, of Complete Streets principles. And, some communities have developed Complete Streets plans, which help to identify the primary needs and issues for incorporating Complete Streets principles into various aspects of the community's road network.

The County is an important player in promoting and designing Complete Streets, especially in view of its lead role in road construction, reconstruction, and maintenance. A County Complete Streets resolution or plan can help to ensure that Complete Streets principles are a primary consideration when local or County investments are made in the County's road network. Additionally, the County can help to promote Complete Streets techniques, through education and coordination with local units of government.

Historic street grids in Benzie County's cities and villages are an important example of Complete Streets, and local governments provide, maintain, and enhance Complete Streets features through regular maintenance of existing street networks. Local governments can also enhance Complete Streets by incorporating design guidance and recommendations into local plans and ordinances. For example, the City of Frankfort Master Plan includes goals and guidance for the City's transportation network that encourage pedestrian and non-motorized circulation in all areas of the City, while maintaining efficient and safe vehicular circulation, through a network of complete streets. The Plan establishes standards for street construction or reconstruction with design templates for various types of streets – from city residential streets to alleys to rural highways. The Plan and its street design templates, along with key principles for any street improvements, ensure that Complete

BENZIE COUNTY TRANSPORTATION NETWORK



Natural Resources

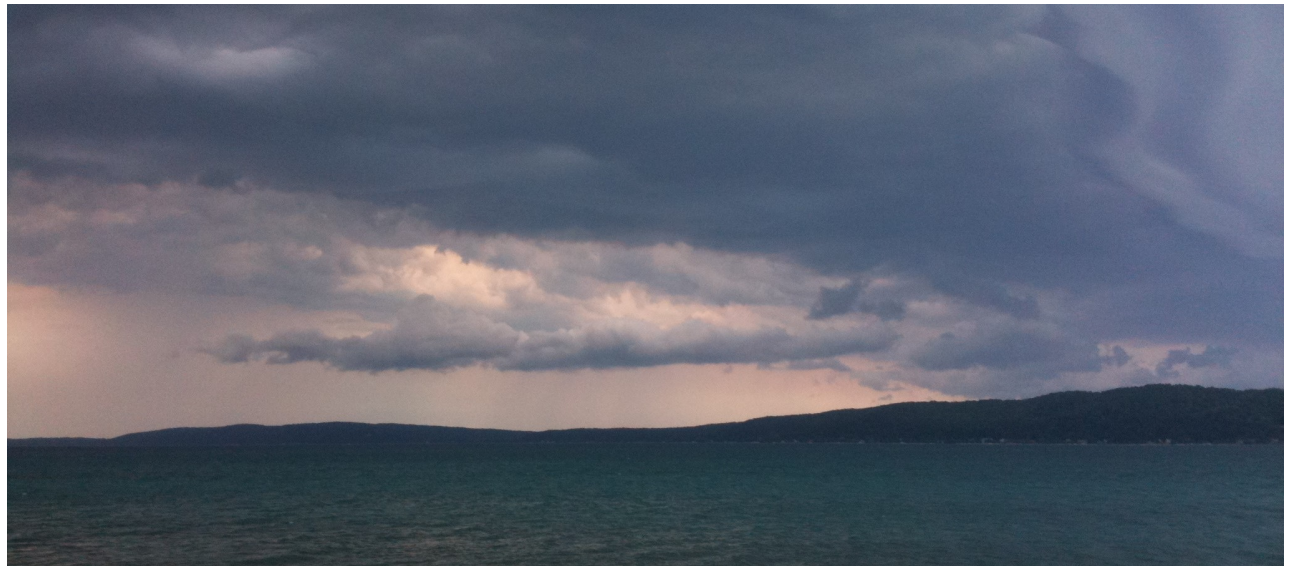
Protect and preserve the water resources, forests, natural areas, and scenic beauty of Northwest Michigan

Benzie County's rivers, inland lakes, and Lake Michigan coastline are among its most prized—and recognizable—features. With 25 miles of Lake Michigan shoreline amongst its bays, beaches, and islands, along with hundreds of inland lakes—some of which are among the state's largest and best-recognized—while important blue-ribbon trout streams course throughout the region. Many or most of these resources feature high water quality, clear waters, and scenic vistas that are recognized statewide and nationally, making them critical economic assets that act as a primary draw for the region's recreation and tourism industries. They are also a foundation of Northwest Michigan's high quality of life, and many residents live in or move to the area to take advantage of the region's access to water. Yet, the quality of these water resources is threatened by a variety of larger-than-local pressures arising from development, invasive species, and climate changes.

Water

Inland Lakes, Rivers & Streams

135 lakes are scattered across Benzie County's landscape. Many of these lakes are of significant size



and value as recreation destinations and fisheries, providing plentiful opportunities for fishing, boating, and swimming. All boast high water quality, brilliant blue waters, scenic views, and superior water clarity. And Benzie County's rivers include some of the state's most valuable cold water fishery rivers and streams, including the Betsie River, which has been designated as a Michigan Natural River.

Eleven of the County's inland lakes provide public access including Ann, Betsie, Crystal, Herendeene, Little Platte, Loon, Lower Herring, Pearl, Platte,

Stephens, Turtle, and Upper Herring. Many of the lakes are of significant size, the largest being Crystal Lake, which is also the 9th largest inland lake in Michigan. Among the County's most significant rivers and streams are the Betsie River, the Platte River, Otter Creek, and Herring Creek. These waterways all flow into Lake Michigan, spanning the western edge of the County. All of these waters are valued for their fisheries, recreational opportunities, and beauty.

The Betsie River is one of sixteen State Designated Natural Rivers in the state, a designation that protects

the stream corridor from overdevelopment. From its headwaters in Grand Traverse County, the river flows west through Benzie County, and dips into Manistee County, before coming back through the County and ultimately discharging into Lake Michigan. The river is a popular recreation destination. However, the lack of public access sites along the Betsie River has been a concern for some time. The lack of appropriate launching areas, parking, and restroom facilities sometimes leads to conflict with private landowners, and also creates erosion issues up and down the corridor. In order to improve access to County residents and visitors for recreation and fishing, a comprehensive access plan is being developed for the Betsie River. This collaborative effort was initiated by Benzie County, the MDNR, and Networks Northwest.

Lake Michigan

The Great Lakes, which contain one-fifth of the world's entire supply of fresh water, are some of Michigan's most valuable and sensitive natural resources. With over 25 miles of Lake Michigan shoreline, Lake Michigan is a fundamental element of the County's ecology, economy, and quality of life. The clear blue waters of Lake Michigan represent one of the County's most cherished attributes, and its beaches, views, and fishing opportunities are an important tourist attraction.

The Great Lakes' water levels cycle several feet between periods of high water and low water over decades. During long-term periods of dry weather, lake levels fall. In the early 2010's, prolonged dry and warm weather resulted in record lows for some lakes. When precipitation remains above average, water levels rise. This happened in 2015 to 2020, one of the

wettest 5-year periods on record for the Great Lakes region and resulted in the 2020 record high water event. This can have a profound impact on ecosystem and community services provided by the lakes. There is no way to be certain how the hydrologic dynamics of evaporation, precipitation, runoff, discharge, and inflow that control lake levels will balance out in coming years; however it is expected that the lake levels will continue to fluctuate.

The Lake Michigan food web is a dynamic system affected by weather and climate; invasive species; management activities such as stocking; and water and habitat quality affected by natural and human activity. The abundance of prey fish (those that are preyed upon by larger predators for food) is an indicator of ecosystem stability and health, and has been monitored by state and federal agencies on an annual basis since the 1970's. In 2016, lake surveys indicated that prey fish abundance was low, and in some cases near record lows. In light of this information, all state natural resource agencies bordering Lake Michigan (the Lake Michigan Committee) decreased salmon and trout stocking lake-wide in 2017 and 2018 to better balance trout and salmon predators with their pelagic prey. To allow fishery managers to respond to changing conditions in the lake, the Lake Michigan Committee and partner entities have annually conducted comprehensive research and monitoring to evaluate the lake's predator/prey balance. These assessment efforts will produce a suite of biological indicators composed of long-term and short-term data collected and analyzed by state, federal, tribal and academic experts throughout the Lake Michigan basin. This collaborative process represents the best available science to promote sustainable and diverse fisheries.

Fisheries

A diversity of fisheries are supported by the water resources in Benzie County and fishing is a very popular activity. Some of the most prized fishing is for steelhead and salmon in Lake Michigan and the Betsie River. On the inland lakes, panfish, largemouth and smallmouth bass, lake trout, yellow perch, and rainbow trout are some of the most commonly fished. Although these waters are known to be relatively healthy, pollution and habitat destruction are always a threat to the fisheries. Activities that occur upstream, such as land clearing, development, and road construction can cause sedimentation and nutrient enrichment that eventually pollute downstream water quality, and can have devastating impacts on feeding areas, spawning grounds, migratory routes and nurseries. Shoreline development can also alter stream flow and destroy nearshore fish habitat.

Invasive species are another significant threat to the area's fisheries. Significant declines in a number of commercial and game fish over the past few decades are linked to non-native species such as the sea lamprey and zebra mussels. Species and habitat conservation and management, and fishing regulations are some of the ways the Michigan Department of Natural Resources manages fisheries under this myriad of stressors. Stocking programs are one form of conservation and management, and Benzie County is home to one of six fish hatcheries and one of four weirs in the state. By producing Coho and Chinook salmon, this facility helps restore, sustain, and enhance fisheries; balance ecosystems; and provide a diversity of fishing opportunities not only to Benzie County, but the entire Great Lakes region.

Opportunities: Water Quality

What can the County do?

- Work with land conservancies, watershed groups, and other stakeholders to leverage funds and implement programs that protect water quality
- Promote watershed protection practices, such as permanent land protection on critical sites, low-impact development techniques and periodic inspection of on-site wastewater systems.

What can local governments do?

- Consider zoning changes to encourage or require
 - Watershed overlay districts
 - Vegetative buffers or greenbelts around water resources
 - Steep slope protections
 - Floodplains review requirement
 - Groundwater wellhead protection lands
 - Wetland, floodplain, and groundwater recharge protection

Anglers come from all over to fish Benzie County's waters year-round. The health of its fisheries is both environmentally and economically important to the County. Although there are several public access sites owned by the MDNR, the Benzie County Comprehensive Plan and 2020 County Joint Recreation and Cultural Plan identify the need for improvements to existing sites and the development of new access sites. This will help avoid conflict with riparian property owners, prevent or mitigate erosion and water quality issues, and provide access to an important public asset.

Water Quality

Water quality pollutants that may be of greatest concern in Benzie County include sediment; excess nutrients; invasive species; bacterial and parasitic pathogens; runoff from impervious surfaces; and to a lesser extent agricultural chemicals and oil and gas products. In addition to measuring pollutants, fisheries are good indicators for assessing the health of a waterbody as their populations respond to human activities along shorelines and throughout a whole watershed. Some priority protection areas include lake shorelines, headwaters and small tributary streams; groundwater; floodplains; and steep and forested slopes. The top water quality concerns for these areas are sedimentation, nutrient pollution, and pathogens.

Sedimentation - When rain and snowfall hit the ground, they naturally filtrate through the earth and recharge groundwater. However, hard or paved surfaces—known as impervious surfaces—prevent the filtration of rain or snow into the ground. When precipitation hits impervious surfaces, it instead flows over the ground, picking up soils, debris, chemicals,

and other pollutants. Runoff then flows into a storm sewer system or directly into a lake, stream, river, or wetland, where it is discharged, untreated, into the water that is used by the community for swimming, fishing, and drinking.

Sediment and sand enter surface waters through stormwater that washes from roads, parking lots, driveways, and other impervious surfaces, carrying with it nutrients and other pollutants. Sediment and sand smother the habitat that aquatic organisms need to survive and reproduce, causing a variety of ecological impacts. Because of the impact of impervious surfaces on stormwater, the amount of developed land or impervious surface coverage in a watershed is directly connected to the quality of its water resources. When the percentage of impervious cover exceeds 25%, most watersheds experience severe habitat and water quality issues.

Nutrient pollution refers to contamination from excessive quantities of nutrients, such as nitrogen or phosphorus, which creates imbalances in oxygen supplies, subsequently stimulating weed and toxic algae growth, affecting the food web and contaminating drinking water. Nutrient pollution often enters water from upstream waters like creeks and streams, then flows into larger bodies of water like lakes, rivers, and bays.

Wastewater from sewer and septic systems do not always operate properly or remove enough nitrogen and phosphorus before discharging into waterways. Failing and leaking septic systems, along with agricultural runoff from excess fertilizer and animal manure, are the greatest sources of nutrient pollution in Northwest Michigan. Other sources of nutrient

pollution include stormwater runoff; fossil fuels entering the air through electric power generation, industry, transportation, and agriculture; and home fertilizers, yard and pet waste, and certain soaps and detergent.

Pathogens - Water and human health are also threatened by the presence of pathogens in surface waters. Pathogens are disease-causing organisms that include various types of bacteria, viruses, protozoan parasites, and other organisms. While not a common event, excess levels of pathogens can and have led to beach closures in Benzie County, notably on Crystal Lake. Primary causes of pathogen contamination in Northwest Michigan include failing or under-maintained septic systems; poor urban, agricultural, or rural storm water management; overflowing sewer systems; and animal waste, including that from geese and ducks along shorelines that is washed into nearby waterbodies. Summer storm events, which flush large volumes of stormwater into waterbodies, typically raise the potential for pathogen-related issues in regional waterbodies.

Sedimentation, nutrients, and pathogens often enter the County's water via "non-point sources." When the source of pollution cannot be identified or comes from multiple sources, it is considered "nonpoint source pollution." Non-point sources of sedimentation in Benzie County are caused by a number of sources, some of which include construction sites, shoreline or streambank erosion, road-stream crossings, urban storm runoff, logging operations, unmanaged recreational access sites, and runoff from non-vegetated open or agricultural land. Non-point sources of nutrient pollution include on-site septic systems, animal manures, bird droppings, runoff from

agricultural and turf areas, and streams or storm sewer inlets into lakes. Regulation and management of nonpoint source pollution must occur at the local or watershed level, and watershed planning is an important tool for controlling and reducing this type of pollution. Although the state may help fund this type of planning, the focus of state and federal regulations is on "point sources pollution," which is pollution where the source of pollution can be identified, such as municipal wastewater plants and industrial discharges.

Under state and federal law, all surface waters in the state are subject to water quality standards and protected for their "designated uses;" these include agriculture, navigation, industrial water supply, warmwater fishery, other indigenous aquatic life and wildlife, partial body contact recreation, fish consumption, total body contact recreation, coldwater fisheries, and public water supply sources. The state has established quality standards for each one of these uses, which it then uses to determine whether a particular waterbody "supports" that designated use; those that do not are considered "impaired." As of 2014, the majority of surface water in Benzie County met or exceeded state and federal standards. However, five locations were found to be "impaired" by state and federal standards, including Ann Lake, Platte Lake, an unnamed tributary to Platte Lake, Crystal Lake, and Bellows Park on Crystal Lake. Lake Ann, Platte Lake and Crystal Lake all fell short because of PCB and Mercury in fish tissue; Bellows Park on Crystal Lake was listed as not meeting standards because of E. coli bacteria contamination. The cause of impairment of the unnamed tributary was dissolved oxygen, bacterial slimes, and organic enrichment.



Photo courtesy of Steve Stephens

Water quality appeared to be the highest priority relative to natural resource protection in the 2015 County Master Plan survey. It was also included as a goal in 92% of local master plans, and in many cases was addressed by communities through extensive goals and objectives, including watershed management; stormwater considerations; shoreline considerations; activities resulting in erosion and pollution.

Watersheds

A watershed is an area of land in which all surface

Natural Resources Partners

Benzie Conservation District

The Benzie Conservation District was certified as a local unit of state government on June 15, 1944, under provisions of the Soil Conservation District Law, Act 297, P.A. 1937, as amended. This law is now part of the State Compiled Environmental Code, Part 93, Act 451 of 1994 as amended. District activities include cooperation in implementing federal, state, and local government programs, as well as other independent programs, such as conservation awareness, farmland preservation, forestry, and wildlife habitat enhancement to name a few. The District is supported by appropriations and grants, which may be highly variable, depending on the economy and political emphasis. The District's purpose is to foster the best use of land for the present and future benefits of the community, based on the land's capabilities and landowners goals. Combating soil erosion, managing surface and groundwater quality and promoting the maintenance of the lands related resources and the aesthetic values are vital to the community's long range economic well being, from food and timber production to natural resources related industries and tourism. To these ends, the District strives to be a "gateway" to resource management information and service providers, so that citizens may manage their lands for a healthier Benzie County. The Benzie Conservation District works in partnership with a broad range of stakeholders, convening groups including the Invasive Species Network and the Watershed alliances, for the purposes of meeting community-identified conservation goals.

Conservation Resource Alliance

The Conservation Resource Alliance (CRA) is a private, not-for-profit corporation committed to "sensible stewardship of the land." Established in 1968 as part of a nationwide network of Resource Conservation and Development Councils, the organization serves northwest lower Michigan. CRA's wildlife biologists, fisheries biologists, engineers and field technicians work with landowners to plan, locate funding options, cut through red tape, and implement programs to enhance the habitat value and beauty of the region. CRA is known for its collaborative land-

use solutions among private landowners, government agencies and commercial businesses. CRA works to foster locally-driven solutions that will preserve or develop land in a positive manner for all parties involved.

Grand Traverse Regional Land Conservancy

The Grand Traverse Regional Land Conservancy is a 501(c)3 non-profit organization that provides services to Antrim, Benzie, Grand Traverse, Kalkaska and Manistee Counties. Its conservation efforts are focused on the permanent protection of crucial wildlife habitat and corridors; critical watersheds, which protect the water quality of our region; unique high-quality farm lands; valuable forestland; and ecologically significant dunes along Lake Michigan's shore. The Conservancy protects land in several ways:

- By working with landowners to permanently protect private land through voluntary conservation easements
- By acquiring high quality natural lands by purchase or donation to create Conservancy owned nature preserves which are open to the public
- By assisting local units of government in creating or expanding public parks and natural areas that result in enhanced public access to nature and improved recreational opportunities
- By providing technical assistance to local units of government with the administration of farmland protection programs

The Conservancy has been an important partner in Benzie County efforts to protect important natural spaces, aiding County and local stakeholders in raising funds for property acquisition, securing grant dollars, and managing the property at natural areas like Railroad Point and Elberta Dunes.



Photo courtesy of Steve Stephens

Opportunities: Wetlands

What can the County do?

- Conduct or arrange for an updated wetlands inventory of the County, and provide copies to all jurisdictions
- Encourage programs and projects that enhance, improve, and increase wetlands
- Engage in natural resource partnerships to prepare educational materials on wetlands for locally elected and appointed officials

What can local governments do?

- Consider environmental protection overlay ordinances
- Provide incentives for use of low-impact development techniques to mitigate the impacts of impervious surface coverage
- Establish and enforce zoning for setbacks and buffers

waters drain to a common outlet. On a large scale, the Betsie River watershed drains the southern part of the county, and the Platte River watershed drains areas in the northern part of the county. However, watersheds exist within watersheds, with surface water draining to the major lakes and rivers before eventually emptying into the Lake Michigan.

The County's high quality streams, rivers and lakes are largely dependent on the health of the watersheds. As water drains from a watershed, the water that runs off the land picks up pollution—such as nutrients, toxins, and phosphorus—and deposits it in streams and rivers as it drains the watershed. The network of streams and rivers that drain watersheds and carry water pollution ultimately empty into inland lakes and Lake Michigan, thus concentrating all of the pollution that

was in the rivers into these other bodies of water.

Because water picks up sediment and other pollutants as it travels across the land, managing water quality involves addressing land uses and sources of pollution throughout the watershed. However, many local efforts to address water quality issues occur at a local government level, which typically includes only a small portion of a given watershed, often leading to fragmented efforts to control the sources and impacts of water pollution. In order to effectively address water quality issues, watershed management must occur in a collaborative fashion across multiple government and jurisdictional boundaries in order to address water quality issues including sedimentation, nutrient pollution, and pathogens.

Watershed management at a multi-jurisdictional level can help to more effectively address a variety of water pollution issues. Because water picks up sediment and other pollutants as it travels across the land, watershed management focuses primarily on land use as a means to preserve and enhance water quality. Watershed planning and management involves a regional approach based on the movements of water and pollutants as defined by natural boundaries rather than political jurisdictions. Recently, the Betsie River and Crystal Lake community concluded a multi-year process of creating the Betsie River / Crystal Lake Watershed Management Plan which will guide efforts to protect the community's outstanding water resources. The plan identifies priority areas for

Watershed Planning

The 2000 Benzie County Master Plan emphasized the importance of watershed plans. Since the Plan's adoption, watershed plans have been developed or are underway for all three of the County's watersheds:

Crystal Lake/Betsie River Watershed Plan

The Crystal Lake and Crystal Lake Outlet subwatershed – including the 9,850-acre Crystal Lake and its associated drainage area – occupies the northern margin of the overall Betsie/Crystal Watershed, including the village of Beulah and part of Benzonia village. This deep lake has exceptional water clarity and 21 miles of shoreline with some of the highest shoreline property values in Northern Michigan. A small segment of the Sleeping Bear Dunes National Lakeshore lies in the Crystal Lake Watershed. The Crystal Lake Outlet joins the Betsie River five miles before the river reaches Betsie Lake.

A Watershed Management Plan for the Betsie River / Crystal Lake Watershed, developed by a Steering Committee of Northwest Michigan partners and supported by a grant from the Michigan Department of Environmental Quality, was approved by the MDEQ in 2016. Measures recommended in the plan will help protect surface water quality by preventing or reducing non-point source pollution during the Plan's 10-year period from 2016 through 2026. The Plan will be implemented by partners including the Crystal Lake Watershed Association, a nonprofit that engages in monitoring, education, and advocacy around Crystal Lake issues.

Platte River Watershed

The Platte River watershed is comprised of several connected river and lake segments surrounded large areas of contiguous forestland with isolated kettle lakes. The hydrology of the Platte River is relatively stable due to the deep glacial outwash deposits of permeable soils that promote infiltration and movement of the groundwater to create consistent and stable base flow throughout the year.

The Platte River is recognized as one of Michigan's Blue Ribbon Trout Streams. The Platte is a hydraulically stable river system and its gradient is approximately 5 feet per mile, thus hinting at the root of its name, "plat" being the French word for "level or flat." The Platte River Watershed covers 193 square miles and the river valley is

14 miles long, with a total of 90.5 miles of river and connecting streams. Much of the Platte River watershed drains areas located in the northern half of Benzie County. A watershed management plan for the Platte River Watershed was updated in 2014. Partners including the Conservation Resource Alliance, Benzie Conservation District, Platte Lake Improvement Association, and others work to implement the management plan.

Herring Lakes Watershed Plan

The Herring Lakes Watershed drains a land area of roughly 25 square miles in southwestern Benzie County. The primary water bodies are Upper and Lower Herring Lakes, Herring Creek and extensive wetlands. Herring Creek and its tributaries drain a large area of the watershed which includes 41% forest land, 27% agricultural a livestock farms, 14% open land, 6.3% residential land, 6.4% wetlands and 2.4% water. The primary resource concerns in the Herring Lakes watershed are fecal matter, nutrient, and pesticide contamination from residential and agricultural areas, invasive species, shoreline erosion, road/stream crossings and sedimentation.

The Herring Lakes steering committee and Grobbel Environmental and Planning Associates worked together between 2015 and 2019 to update the Herring Lakes Protection plan. In 2019 the Michigan Department of Environmental Quality (MDEQ) and United States Environmental Protection Agency (U.S. EPA) formally approved the Herring Lakes Watershed Management Plan, and the steering committee members began working immediately to implement some of the pollution reduction tasks proposed in this plan.

Watershed management plans provide guidance and recommendations for future activities that will help reduce the pollution, restore degraded water bodies and preserve the county's clean water resources. The Benzie Conservation Districts help to facilitate both watershed planning and management, through initiatives like the Benzie Watersheds Coalition, the Benzie Watersheds Volunteer Stream Monitoring Project. educational events, and invasive species control. The watershed management plans for the Platte River, Crystal Lake/Betsie River, and Herring Lakes watersheds can be viewed at the Benzie Conservation District's website: <https://www.benziecd.org/watersheds.html>

protection and long-term management within the watershed, including lake shorelines; headwaters and small tributary streams; groundwater; the Grass Lake Flooding; steep and forested slopes; the Crystal Lake Outlet; the Betsie River mouth at M-22; Frankfort Outer Harbor. A watershed management plan for the Platte River was updated in 2014, and work is also underway to develop a watershed management plan for the Herring Lakes watershed.

At a local government level, zoning can affect or reduce stormwater runoff by limiting impervious surface coverage. Because roads or parking lots make up the majority of a community's impervious surface coverage, narrower road widths, shared parking, flexible or reduced parking requirements, pervious pavement, and other creative parking and design features can help to minimize stormwater runoff. A number of development practices use creative approaches to lot design and development in order to limit impervious surface coverage and minimize disturbances to natural ecosystems and loss of habitat or open space.

Local governments can also use zoning to encourage or require the use of greenbelts, or riparian buffers, in order to mitigate and address runoff, erosion, and other water quality issues. Greenbelts are strips of natural vegetation planted along the shoreline that can work to stabilize stream banks, thus preventing erosion, filtering stormwater, and keeping sediment and nutrients from reaching lakes, rivers, and streams. Stormwater management is addressed by communities in a variety of ways.

The Benzie County Soil Erosion, Sedimentation, and Stormwater Control Ordinance requires erosion



control for certain types or extents of development. At the local level, communities can reconsider their existing stormwater management systems or infrastructure to lower costs and more effectively treat stormwater before it enters nearby water resources, through low-impact design features such as “daylighting” streams, installing scrubbers or filters in drains, and planting vegetative buffers of native plants. Low impact development is an approach to development and stormwater management that works with nature to manage stormwater as close to its source as possible. It preserves and recreates natural landscape features, and minimizes impervious surface coverage in order to create functional stormwater management systems. Low impact design techniques can be required or encouraged through zoning or other local policies.

Groundwater

Most people in Benzie County rely on groundwater for their drinking water. Groundwater also supplies water

for agriculture and golf course irrigation; is the source of the water that flows in the County's streams and rivers; and feeds several of its lakes, including Crystal Lake.

When groundwaters are consumed or extracted, a process known as “groundwater recharge,” involving precipitation, infiltration, and percolation replenishes them. The potential for groundwater recharge depends on an area's climate, soils, vegetation, and land use. Recharge can be reduced or threatened by development that increases impervious surface coverage. In addition to impacts from development, groundwater quality can be threatened by activities like the storage and subsequent leaking of hazardous materials. Even small traces of contaminants discharging into the ground can have enormous effects on groundwater quality.

In order to ensure adequate groundwater recharge, areas that offer the best recharge potential should be protected through the limitation of development and

Opportunities: Invasive Species

What can the County do?

- Consider development of forestry management plans that address and mitigate the spread of invasive species
- Provide or support boat-washing facilities at water access sites; boot-cleaning facilities at trailheads and popular river-access sites; and other voluntary measures to ensure that invasives are not spread by the public

What can local governments do?

- Consider adoption of ordinances that regulate activities contributing to spread of invasive species
- Consider adoption of ordinances to prevent introduction of terrestrial and aquatic invasive species, and permit treatment of existing infestations
- Consider zoning incentives that prohibit the use of invasive species in landscaping and/or vegetative riparian buffers

other activities that impede infiltration or negatively affect water quality in those areas. In addition, some communities have municipal well fields. Recharge areas for those well fields are known as “wellheads,” which should be identified and protected similar to groundwater recharge areas.

The Benzie Leelanau District Health Department is involved in testing and protecting groundwater, which involves regulating on-site wastewater systems. According to the Health Department, over 90% of residents in Benzie and Leelanau Counties rely use on-site residential water supplies as well as on-site septic systems. Under ideal conditions, on-site systems are efficient. However, contamination of groundwater with phosphorus and other nutrients may occur when systems are improperly maintained, overloaded, or constructed too close to a waterway. And substandard wells and septic systems constructed prior to current sanitary codes can still be found throughout the County. In portions of Benzie County where water tables are close to the surface and soils are highly permeable, the groundwater is more susceptible to contamination from leaking underground tanks and improperly treated sewage. Testing and enforcement is critical in these areas.

At the present time, groundwater supplies in the watershed are both abundant and of high quality. However, given the vital nature of the resource, steps must be taken to provide total assurance against future degradation. Wellhead protection areas in effect for municipal water systems must remain in place. Groundwater recharge areas must be protected. Farms, orchards, golf courses and ski areas must employ best management practices to avert any chance of contaminants reaching the water table. As

much of the regulation occurs at a local or regional level, local governments should advocate for adequate funding from the state and strong enforcement for health and safety regulations.

Invasive Species

Invasive species are plant or animal species that are not native to an area and cause negative effects on that area’s environment, health, or economy. A number of invasive species present a significant threat to the integrity of native plant and animal communities and ecosystems in Benzie County. They present varying threat levels, but certain high profile invasive species are especially prolific and present the greatest disruptions to the ecosystem. In aquatic environments these include zebra and quagga mussels, Phragmites, Eurasian Water Milfoil, and the Round Goby. Some terrestrial invasive species that have been especially pervasive in Benzie County include garlic mustard and the emerald ash borer. These species are outcompeting many native species and are significantly disrupting the food chain and ecology of Lake Michigan and many inland lakes. Some of the factors that introduce invasive species into regional ecosystems, such as ballast water discharges from sea-going vessels, have their roots in multi-state and -national issues, and will continue to be problematic in the coming years. Others are caused by common environmental stressors, such as climate change. Climate change is a long term stressor that is linked to invasive species, since certain invasives are more resistant to changes in zonal temperatures than native competitors. In addition to these wider contributing issues, issues such as nutrient pollution can also exacerbate the spread of invasives, as exotic plant species like Eurasian Watermilfoil and Purple

The extensive and diverse sensitive natural features in the County shall be protected where pristine and restored where damaged.

2000 Benzie County Master Plan

Loosestrife can better compete with native plants when nutrients are abundant. Regional conservation and planning efforts must consider actions that may contribute to invasive species prevention, mitigation, and/or adaptation in order to preserve both vital ecosystem services and biological diversity

Addressing nutrient pollution is one action that communities can take, while community-led initiatives and partnerships can, and have been, successful in addressing invasive species issues. Networks of volunteers and environmental organizations work to identify and remove invasives from public properties. These groups and networks may partner with communities to ensure that priority sites are addressed.

Land

Benzie's fields, forests, rolling hills, open spaces, and stunning views together compose an iconic rural landscape that offers residents and visitors lifestyle-related assets that contribute to a high quality of life and local economy. Its soils provide unique and diverse agricultural opportunities; timber and minerals



Photo courtesy of Steve Stephens

provide important resources for industry; and open space, forests, waterways, and coastal lands provide both important habitat and highly-valued recreational opportunities. Its scenic beauty, meanwhile, contributes to a tourism-based economy that brings visitors to Benzie County from throughout the country. As development pressure continues, preserving this quality landscape and the diverse ecosystems that comprise it becomes an increasingly important challenge for many communities.

Preserving these resources has been identified by communities as being of utmost importance: locally adopted master plans throughout the County universally prioritize the preservation of natural resources, while results from the 2000 and 2015 Benzie County Master Plan surveys show strong support for natural resource preservation and protection. In fact, the preservation, protection, and enhancement of natural resources was the number one priority among 2015 survey participants.

Land Cover & Use

Land use in Benzie County is primarily rural, with a high proportion of state and federally owned parcels. Just over half of its land cover is comprised of forestlands, followed by rangeland or open land, agricultural land, wetlands, and water. Only a small portion of land area in the County is considered to be "urban" or developed.

Rapid population growth since 1970 has contributed to development pressure and sprawl throughout the region. Much of that development pressure has occurred in rural areas, outside of villages and cities, due in part to a desire for rural lifestyles. As residents move to rural areas, large parcels are subdivided and converted to residential uses. Because woodlands and wetlands function best when they exist in large, continuous acreages, with benefits including wildlife habitat, flood control, and water quality, the land fragmentation resulting from large-lot development can significantly impact natural resource systems.

Opportunities: Sensitive Lands

What can the County do?

- Inventory and identify sensitive natural features or high-quality environments that should be preserved and protected
- Facilitate, support, and encourage planning and zoning ordinances that protect environmentally sensitive areas such as dunes and wetlands
- Facilitate and encourage efforts by local units of government and land conservancies to develop a coordinated program to protect lands that have unique natural features and significant open spaces throughout the County

What can local governments do?

- Consider environmental protection overlay ordinances to protect environmentally sensitive areas
- Consider zoning incentives for preservation of natural features or open space within a green infrastructure network

It's difficult to identify precise changes in land use or land cover over time, due to the variety of land use classification systems that have been developed and used since the 1978 land cover analysis. Land cover change as part of planning efforts, but analysis of land cover patterns over time is prevented by the lack of consistent mapping systems currently available. However, analysis conducted at the county or township level can present some insight into how development pressure has impacted land use and land cover in the region. Population and development changes and trends can also be representative of land cover change in the area.

Land use is known to have a significant impact on water quality and non-point source pollution. For example agricultural operations, residential on-site waste water systems, impervious surfaces and open space areas all have differing effects on lakes and streams throughout the Watershed. Regulations enforced by the County and local municipalities, by the district health department, by County building departments, and by state agencies may all limit some types of land development and incentivize others.

Geology

Glacial actions that took place thousands of years ago left Benzie County covered in deposits of glacial sediments that range from 400 to 1,000 feet in thickness. As a result of this, and the subsequent deposits from changing lake levels, sand and gravel are the most widely available non-fuel minerals in the County. Sand and gravel are accessed through surface mining activities that use pits and quarries. Almira Township has the most sand and gravel operations, followed by Benzonia, Crystal Lake, and Joyfield

Townships.

Mining for these glacial sediments has taken place for decades. Operations located in sand dune areas require permits through the DEQ under Sand Dune Mining, Part 637 of the Natural Resources and Environmental Protection Act, 1994 PA 451. However, unlike oil and gas production, the state and federal government do not have regulatory authority over operations on private lands located at least two miles inland from Lake Michigan. However, local regulations can be applied, and communities with large sand and gravel mining operations have precedent of regulating these operations through zoning.

Oil and gas are Benzie County's other primary minerals. Below the surface, Michigan's Lower Peninsula is located in the center of a giant basin filled with layers of sedimentary rocks. Trapped within these layers are pockets of oil and natural gas. Benzie County is located on the edge of two of Michigan's most significant oil and gas geologic formations - the Antrim Shale Formation and Niagaran Reef Trend. Porous rock in the Antrim formation layer has produced oil and gas for several decades. The Antrim formation passes through the southeastern corner of Benzie County, and so although the majority of Michigan's hydrocarbon production has occurred in areas farther east and south, a number of oil and gas wells operate in the southeastern half of the county. Colfax Township has experienced the most oil and gas development in the county.

The Michigan Department of Environment, Great Lakes, and Energy (EGLE) exercises most of the regulatory responsibility over the oil and gas industry. This is likely why mineral extraction was not identified

in the goals and objectives of any local master plans. With very limited local authority over mining issues and mineral extraction, and because there has been limited extraction and mining activity in the County in recent years, local and County roles have not been taken on these issues.

Physiography and Soils

Benzie County's dominant landscape features include moraines, till plains, outwash plains, lake plains, and drainageways. These features are largely the result of glacial action, though wind and water have since modified some of these features. The western area of the County is covered by a mixture of hilly dunes, gently rolling to steep, sandy moraines, and level to gently rolling plains areas. Eastern parts of Benzie County are characterized by low rolling hills and less elevation change. Tall glacial moraines define the margins of the Betsie Lake and around the area of Crystal Lake near Lake Michigan. These steep slopes extend inland to the "Buck Hills" area near Thompsonville where the Crystal Mountain Resort is located.

Each kind of soil in Benzie County is largely associated with a particular landform or segment of a landform. As such, the soil types largely reflect the glacial history of the region, with deep course-grained deposits over the underlying bedrock. Organic wetland soils have developed in some lowland areas during the post-glacial period. Soils are also influenced by the cool, moist climate created by the County's proximity to Lake Michigan, as well as the historic forest cover of northern hardwoods, mixed hardwoods, and pine and oak. Many soils are sandy, acidic, and low in fertility.



Photo courtesy of Michael Collins

A soil survey for the County describes the different characteristics for each of its soil types. Much of the watershed is classified in the Kalkaska or Rubicon soil series, which support forest ecology. Rubicon soils are excessively drained soils formed in sandy deposits. Kalkaska soils are similar but not quite as excessively drained, which means water is more likely to be available in the tree root zone during dry periods.

Soil types determine development potential, erosion hazards, agricultural suitability, drainage conditions, and the effectiveness of septic tank sewage disposal. Commonly, soil types on the landscape merge into one another as their characteristics gradually change. However, great differences in soil properties can also occur within short distances. Some are too unstable to be used as a foundation for buildings or roads, while others are seasonally wet or subject to flooding. An understanding of soil types can help land users identify and reduce the effects of soil limitations on various land uses.

Green Infrastructure

Natural features provide significantly more benefits if they are maintained in larger units, such as in a complex, interconnected system of woodlands, wetlands, rivers, open spaces, fields, parks, and streams. Larger, connected systems, often referred to as green infrastructure systems, are more successful at maintaining ecological diversity and integrity. Green infrastructure systems maintain ecological processes, sustain air and water resources, and contribute to the health and quality of life of Benzie residents. Green infrastructure provides a variety of community benefits, both economic and ecological. Because greenway spaces like trails and natural areas are often seen as more valued amenities by residents than even golf courses or swimming pools, green infrastructure can increase the value of nearby property, with corresponding increases in tax revenues. Studies have found that every \$1 invested in securing public ownership of lands can provide up to \$7 in economic value in natural goods and services.



Continuous systems of forests, wetlands, and other open areas also reduce the risk of flooding by controlling stormwater runoff, and also provide protection from storm damage and erosion in coastal areas. Green infrastructure systems also provide invaluable wildlife habitat and foster ecological diversity. Open space and forestland cover well over half of Benzie County's land area, and a significant portion of that area is publicly owned and preserved.

Approximately 30% of the County's land area is comprised of public lands, including county, city, village, and township-owned parks, Michigan state parks and forests, and lands within the Sleeping Bear Dunes National Lakeshore. The many public lands, parks, trails, and preserves in the region link people to natural resources and buffer those resources from encroaching development. They play a major role in protecting the county's natural resources and

providing access to nature for both residents and visitors, while also helping to preserve the view sheds that make Benzie County a desirable place to live and visit.

When land is permanently protected by local or regional conservancies, the benefits of large areas of green infrastructure are maximized. Communities can use open space or cluster zoning to encourage the preservation of large tracts of undeveloped land, and can also work with partners such as land conservancies to consider conservation programs that protect these areas in perpetuity.

Benzie County stakeholders thoroughly recognize the importance open space and natural resource preservation, identifying it as a top goal of the 2000 County Master Plan, and in the 2015 community survey. Additionally, 92% of local master plans

specifically address the importance of open space in their goals and/or actions.

Forestland

Forested lands comprise the single largest land cover category in Benzie County. At the time of the statewide 1993 land cover analysis, forest lands made up 67% of the County's land cover. Forest coverage has grown continually since lumbering and wildfires wiped out Michigan's forests in the nineteenth and early twentieth centuries. The County's forests are now second growth, with the most common types consisting of the beech-maple group (68%), red pine (10%), elm-ash-soft maple (8.9%), and aspen (6.6%). Of the 124,700 acres of forestland in Benzie County in 2015, 95% was timberland. To qualify as timberland, a forest must be capable of producing timber for industrial purposes and not be prohibited from doing so by statute or regulation.

These forests provide wildlife habitat, protect air quality, stabilize soils, and help manage stormwater. And by controlling erosion and absorbing excess nutrients and sediments, trees play an especially important role in protecting the County's cherished and important water resources. Forests are also valuable land cover because of their economic contributions to the County from tree harvesting jobs and exports and recreational opportunities such as hunting.

The continuity of Benzie County's forests are at risk of being subdivided for development purposes, as the demand for rural lots results in the subdivision of many large parcels of land. Because woodlands function best when they exist in large, continuous

acres, this type of land fragmentation can significantly impact natural resource systems, leading to a loss of wildlife habitat, recreational opportunities, and other forest resources and ecosystem services.

Along with fragmentation, biological factors such as invasive species and diseases are the greatest threats to the health and productivity of Benzie County's forests. Invasive species also influence forest health and composition. For instance, the Emerald Ash Borer has been killing ash trees in Benzie County at alarming rates, coming at a cost to communities and landowners who have to remove and replace dead trees, and having yet unknown consequences to forest ecosystems. As with all invasive species, prevention is more effective and cheaper than treatment, so education is important.

Nearly half (47%) of the County's forests are in state or federal ownership, within both the Pere Marquette State Forest and the Sleeping Bear Dunes National Lakeshore. These state and federal forested areas provide recreation opportunities and wildlife habitat; and the limitations on development in these areas contribute to the high quality of water bodies within the region. However, with over half of the County's forests under private ownership, forest conditions vary significantly. To help mitigate disjointed management and prevent fragmentation, incentive based programs exist to encourage private forestland owners to develop forest management plans that implement sustainable forestry practices.

Benzie County can also work with community stakeholders to encourage the implementation of careful forest management and innovative development techniques on both public and privately-

owned lands that enable an economic use of the land while preserving key features and areas. The County may also look at facilitating efforts to protect and manage forests on a regional basis by engaging the surrounding counties of Grand Traverse, Leelanau, and Manistee; local governments in Benzie County; public agencies such as the MDNR, U.S. Forest Service, and Benzie Conservation District; and other conservation focuses organizations such as the Grand Traverse Regional Land Conservancy.

Coastal Land & Dunes

Benzie County's coastal lands and dunes are some of its most valued and cherished resources. Not only are they prized for their beauty and recreational opportunities, the dunes are home to federally and state threatened and endangered plant and bird species, and act as important transition zones from Lake Michigan to the County's inland areas. Yet these coastal areas are a particularly fragile and sensitive resource. Inappropriate development of coastal and shoreline areas disrupts the natural process of beach creation and replenishment, and may expedite or exacerbate erosion and other hazards. The proximity to open water also makes shoreline development more likely to contribute pollutants directly to the Great Lakes from stormwater runoff, agricultural and residential lawn nutrient loading, limited septic fields, outdated wastewater treatment facilities, and soil erosion.

Dunes, in particular, are prone to movement and erosion more than other geographic areas because of their formulating factors, and because sand is easily impacted by development or construction. In recognition of these sensitive features, the State of

Opportunities: Viewsheds

What can the County do?

- Encourage local regulations that minimize the impacts on the County's scenic qualities by establishing standards for siting and design in viewsheds

What can local governments do?

- Require dark sky lighting requirements to shield light from neighboring property owners
- Consider zoning changes to protect ridgelines and viewsheds
- Consider zoning for a scenic resource district to protect scenic resources along rivers, highways and streets, lake shores and impounding waters

County and local ordinances should be adopted or amended to provide protection for sensitive features including wetlands, floodplains, sand dunes, high risk erosion areas, and land bordering lakes and streams.

2000 Benzie County Master Plan

Michigan has designated geographic areas as “critical dune areas,” finding that they are “a unique, irreplaceable, and fragile resource with significant recreational, economic, scientific, geological, scenic, botanical, educational, agricultural, and ecological benefits to the people.” Under Part 353, Sand Dune Protection and Management, of the Natural Resources and Environmental Protection Act, 1994 PA 451, all development in critical dune areas is regulated by the Department of Environmental Quality development. In these areas, alteration or use of critical dunes is permitted only when the protection of the environment and ecology is assured. Blaine, Gilmore, Crystal Lake, and Lake Townships have designated critical dunes areas (see Map X).

However, state law does not regulate dune systems in their entirety, but only on a parcel-by-parcel basis. As such, protection of these important, fragile resources is often inconsistent or piecemeal, offering only limited protections. Some communities may use overlay districts in coastal areas to add an extra layer of land use considerations. Site plan review and design standards, along with provisions for setbacks, native landscaping, and impervious surface restrictions, can be used to mitigate the impacts of development in coastal areas.

In addition to critical dune areas, the State of Michigan also regulates high-risk erosion areas in coastal

communities. The DNR defines high-risk erosion areas as the shorelands of the Great Lakes and connecting waters where erosion has been occurring at a long-term average rate of one foot or more per year. The erosion can be caused from one or several factors, including high water levels, storms, wind, ground water seepage, surface water runoff, and frost. State high-risk erosion area regulations establish required setback distances for various construction activities. Blaine, Crystal Lake, Gilmore, and Lake townships, along with the Village of Elberta and City of Frankfort include shoreline areas designated as high risk erosion areas.

Wetlands

Wetlands are areas where water is found, either on or near the surface, at any time during the year. Wetlands provide vital ecological services, including sediment retention, filtration and groundwater recharge, flood mitigation, and wildlife habitat; as well as support recreational activities such as fishing, hunting, boating, and birdwatching.

When maintained in large, continuous acreages, wetlands function best and provide the greatest benefit. The largest concentrations of wetland complexes are located along the Betsie River, specifically around the upper section of the river in Inland and Colfax Townships and the lower section,

above Betsie Lake; east of Big and Little Platte Lakes, where the Platte River enters Big Platte Lake; between the dune ridges of in Sleeping Bear Dunes National Lakeshore; and around Upper Herring Lake (see Map X).

Despite their many ecological benefits, wetlands face a number of threats related to development and land use. Many wetlands have been dredged, drained, or filled in order to create more or improved development opportunities. Wetlands are also subject to pollution from stormwater runoff from nearby development. While state regulations require that wetlands over a certain size be replaced or restored, they rarely provide the same groundwater recharge functions as naturally occurring wetlands.

Under current regulations, federal and state agencies regulate development in wetlands which are 5 acres or greater, or which exhibit a hydrologic connection to the Great lakes. In addition, Michigan Law protects wetlands which are located within 500 feet of a water body or which are determined by MDEQ to be essential to the preservation of natural resources. Even with these state and federal laws, many smaller, isolated or noncontiguous wetlands lack protections from development or pollution.

Preserving wetland functions is critical in Benzie County.

Floodplains

Rivers, streams, lakes, or drains sometimes overflow onto surrounding banks, inundating or flooding adjacent land areas with flood water. The land that is flooded after a storm is defined as a floodplain. Floodplain habitat supports a different set of insect, plant and animal species than upland habitats. Floodplain vegetation such as annuals, perennials, shrub and forest species are very important in maintaining fisheries.

Floods are a natural process which occurs wherever there is a waterbody. However, the damage that results from a flood can depend on the type of development that has occurred in or near a flood-prone area. Development can degrade the flood-absorbing capacities of floodplains, resulting in increased erosion, flooding, and runoff polluted with nutrients, pesticides, and other toxins. Therefore, any development within a floodplain requires a permit from the MDEQ under the Natural Resources and Environmental Protection Act, Act 451 of 1994, Part 31.

Many communities in Benzie County have mapped designated flood risk areas and have adopted regulations to conform to federal law. Floodplain studies may be prepared by local governments, state and federal agencies, special districts, or by engineering companies working for private property owners and developers. Communities may also choose to expand on state and federal floodplain regulations; and the majority of townships in Benzie County have adopted their own floodplain regulations within their zoning code.



Photo courtesy of Greg Jenks

Viewsheds

Benzie County's scenic beauty is one of its most prized assets. Rolling hills, lakes and rivers, forests, fields, and open spaces offer tremendous views throughout the region and act as a defining characteristic of the region's sense of place. However, as scattered development patterns extend throughout the County's rural areas, many of these views are threatened by development. Residential development is frequently in highest demand in areas with scenic views, exacerbating challenges in preserving these assets and sustaining the attractiveness of Benzie County. Other concerns for viewshed obstruction include communication towers, utility lines, certain commercial signs, and light pollution.

Preserving the scenic character of Benzie County was a

top priority in the Benzie County Comprehensive Plan and was so again in the 2015 Benzie County Master Plan Survey. When asked about the strategies for addressing issues related to the preservation of scenic character, nearly all survey participants (92%) agreed over the importance of providing scenic view protections. And the majority of local master plans identify goals and/or actions to preserve scenic views/corridors; and more generally, 100% recognized the Benzie County's scenic character.

The Benzie County Open Space & Natural Resource Protection Plan identified viewsheds and scenic corridors as key lands to protect, and created a map of the County's primary scenic views. The plan specifically prioritizes the protection of viewsheds along major transportation corridors; steep slopes; and farms and forests threatened by development.



Photo courtesy of Michael Collins

achieve these objectives can include limitations on the height of structures in view corridors, ridgeline development ordinances, screening or landscaping requirements for various development types, and site plan review with design guidelines for development in priority viewsheds. Local governments can also consider lighting ordinances that protect views of the night sky.

Communities may conduct their own viewshed protection studies in order to set priorities and make recommendations concerning the need for additional policy and/or regulations. Zoning protections to achieve these objectives can include limitations on the height of structures in view corridors, ridgeline development ordinances, screening or landscaping requirements for various development types, and site plan review with design guidelines for development in priority viewsheds.

Another viewshed less frequently considered in planning and zoning is that of the night sky. Rural areas offer unique opportunities for stargazing, with clear views of the night sky that are treasured by residents and visitors. Yet, these views of the night sky are compromised by poorly-designed lighting in many areas. Light pollution from development throughout the region negatively impacts the nighttime

environment as a view shed resource, and can also impact nocturnal species habitat and energy efficiency. The Benzie County Master Plan Survey and local master plan review indicate that there is a growing awareness of this issue and an interest in protecting night skies. Over 80% of participants in the Benzie County Master Plan Survey identified “dark skies” as an important strategy for addressing issues related to the preservation of scenic character in the County; and nearly half of all local master plans reviewed include scenic character goals and/or actions addressing dark sky.

Many local master plans and zoning ordinances have prioritized the preservation of the region’s scenic views. These communities may conduct viewshed protection studies in order to set priorities and make recommendations concerning the need for additional policy and/or regulations. Zoning protections to

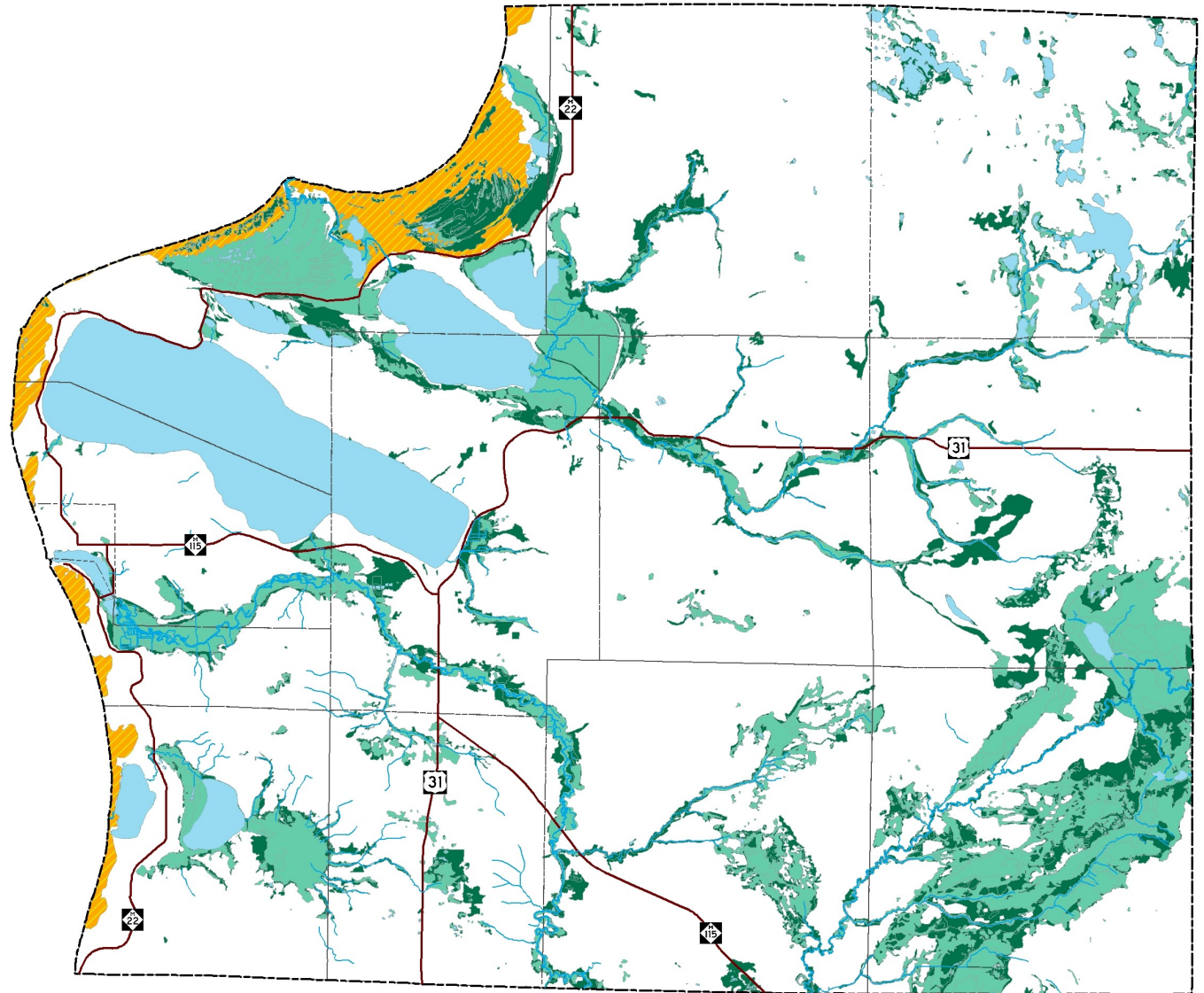
BENZIE COUNTY NATURAL FEATURES

Key

- Critical Dunes
- Wetlands - NWI
- Part 303 Wetland
- Lakes
- Rivers
- Township Boundaries
- State Highways

Note: The Part 303 Wetland Inventory consists of overlaying the National Wetland Inventory (NWI); the Land Cover, as mapped by the Michigan Department of Natural Resources' Michigan Resource Inventory System (MIRIS); and the Soils, as mapped by the U.S. Department of Agriculture, Natural Resource Conservation Service.

Areas shown as wetlands, wetland soils, or open water on the map are potential wetlands. The maps may not identify all potential wetlands. It may show wetlands that are not actually present and it may not show wetlands which are actually present.



Map produced by Networks Northwest, 2016

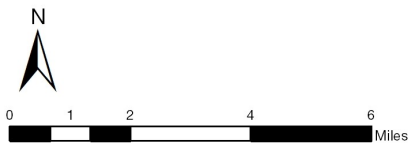
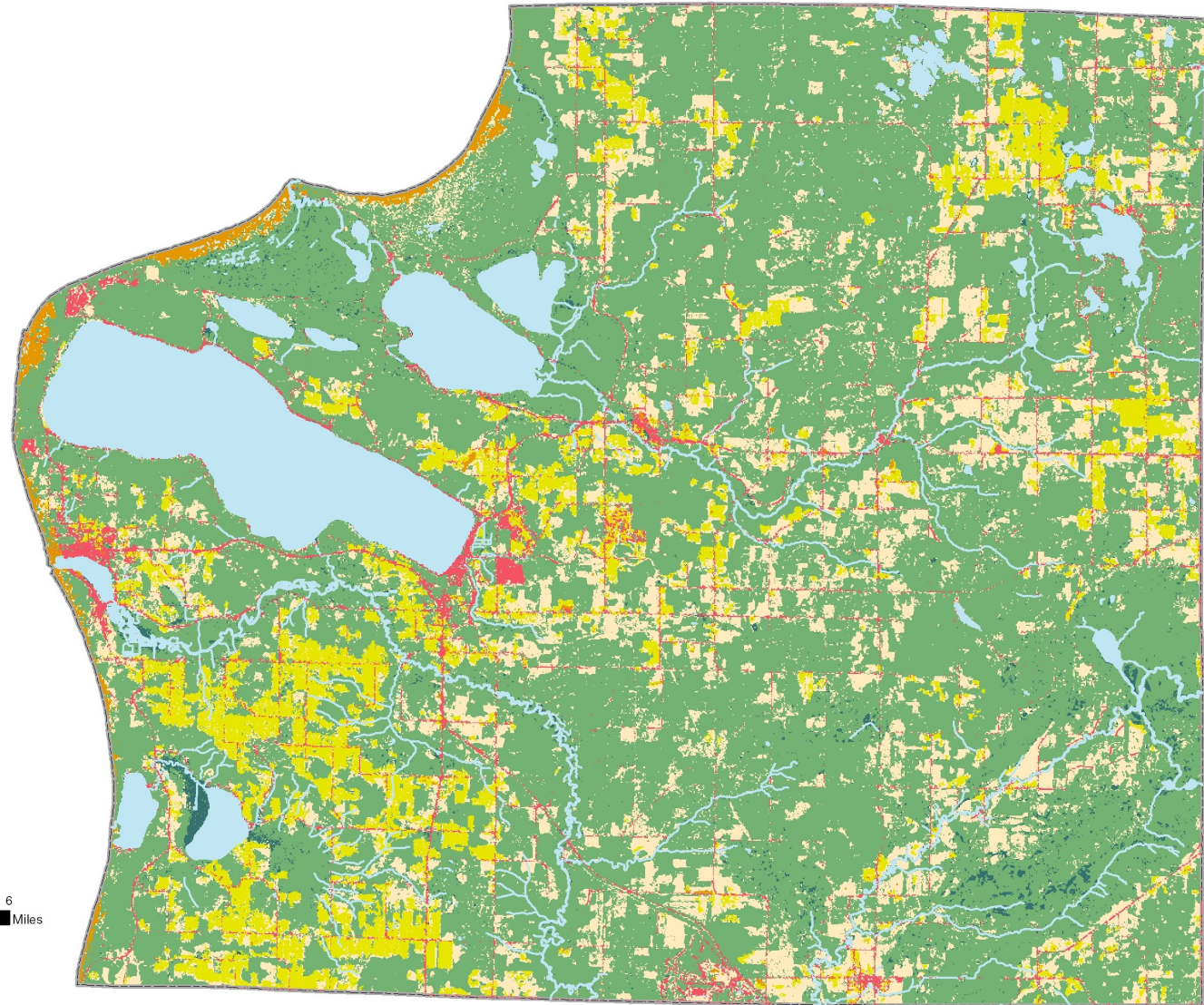


BENZIE COUNTY LAND COVER

Land Cover Type

- Urban & Built Up
- Agricultural Land
- Grass & Shrub Land
- Forest Land
- Water
- Wetlands
- Barren Land

Note: Land cover was categorized based on the Michigan Land Cover / Use Classification System as revised in December 2012.



Map produced by Networks Northwest, 2016



BENZIE COUNTY SOIL TYPE

KEY

— County Boundary

— State Highways

Soil Type

DEER PARK-UDIPSAMMENTS-EASTPORT (MI123)

IOSCO-BREVORT-GLADWIN (MI111)

KALKASKA-LEELANAU-EMMET (MI116)

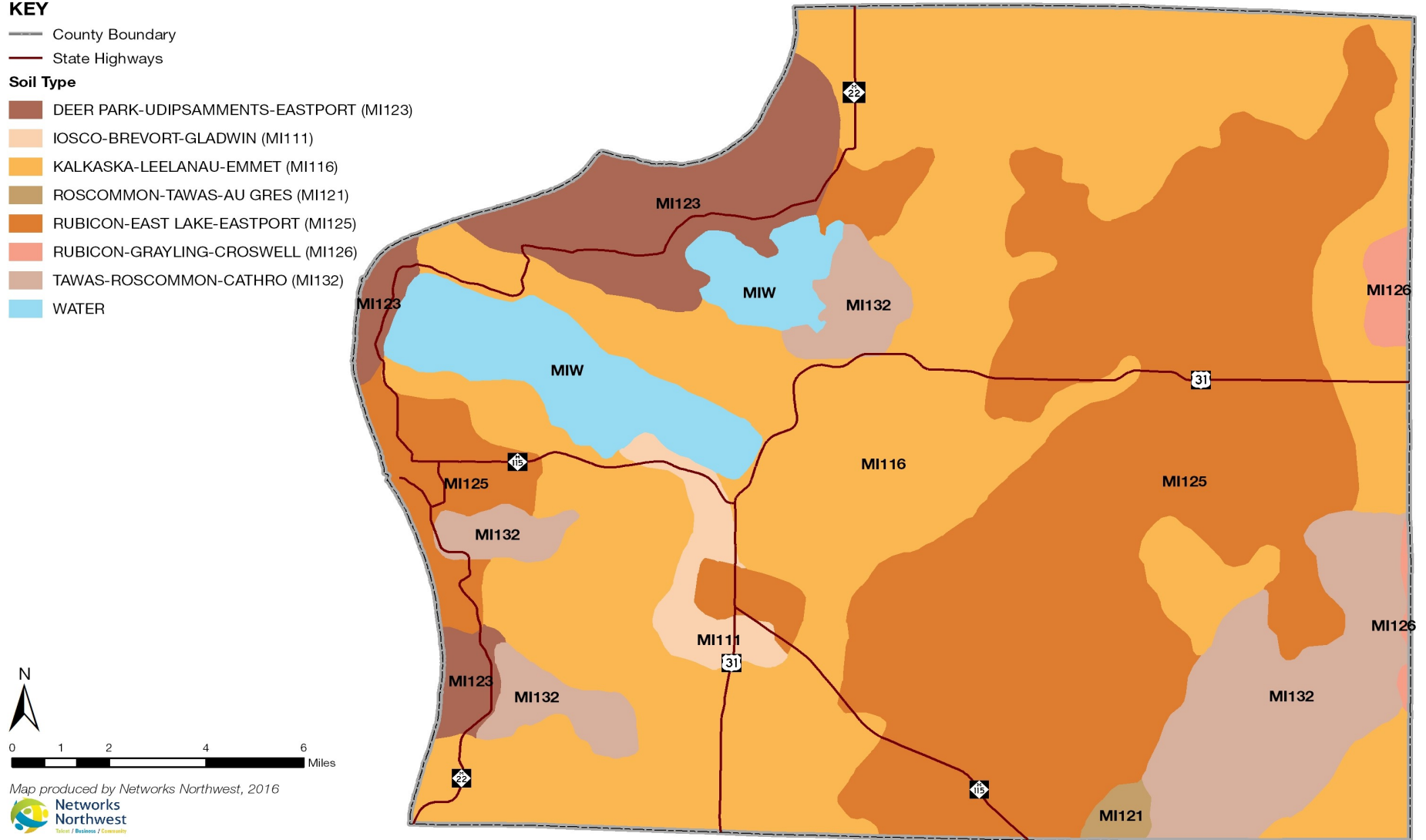
ROSCOMMON-TAWAS-AU GRES (MI121)

RUBICON-EAST LAKE-EASTPORT (MI125)

RUBICON-GRAYLING-CROSWELL (MI126)

TAWAS-ROSCOMMON-CATHRO (MI132)

WATER



Map produced by Networks Northwest, 2016



Economic Development

Support and encourage economic development activities that grow jobs, enhance the region’s unique and vibrant character, and create opportunities to capitalize on new economic trends and conditions

Benzie County is well-recognized as a vacation destination: outdoor recreation, arts and culture, festivals and events, agricultural tourism, and the quaint and small-town character of the region’s cities and villages draw visitors year-round. These “place-based” assets fuel a thriving tourism economy that employs a large proportion of the County’s workforce. What’s more, they also create an environment that’s attractive to new businesses, investors, and residents – including new workers.

In today’s economy, the ability to attract a skilled workforce is paramount in any community’s economic development efforts. However, despite its many place-based assets, Benzie County is experiencing challenges in sustaining a workforce even for existing businesses: businesses and other community stakeholders emphasized the need to attract and support an adequate workforce through efforts that ensure a high quality of life. Additionally, the County’s dependence on tourism-related industries comes with seasonality issues and generally lower-wage jobs.

Recent economic development initiatives in Benzie County provide important starting points for economic development initiatives. The *Framework for Our Future*, the 2015 Action Plan developed by the Benzie



Photo courtesy of Steve Stephens

County Economic Development Corporation (EDC), and the USDA Stronger Economies Together regional economic development initiative, along with input from hundreds of County residents, stakeholders and businesses heard as part of the Master Plan process, all identify important challenges and opportunities for economic development. The need to diversify the County’s economy, protect its scenic character and natural resources, leverage agricultural and natural resource assets, enhance infrastructure assets, address regulatory barriers, and build a stronger

workforce are consistently identified as primary issues facing the County.

Tourism

Tourism is a foundation of the County’s economy, and acts as its most visible economic driver. Tourism-related jobs (including those in Retail; Arts, Entertainment, and Recreation; and Accommodation and Food Services) account for 42% of the County’s total jobs, employing nearly 1700 employees.

Growth in tourism-related sectors has been steady,

Benzie County

Economic Overview

Benzie County’s economy has historically been rooted in tourism and agriculture, and these remain among the County’s most important economic drivers today.

Employment in Benzie County is concentrated in educational services, health care and social assistance (24% of all employment in the county); retail trade (13.3%); and arts, entertainment, recreation; accommodation and food services (11.1%). There is an increasing demand for employment in the health care industry; Paul Oliver Memorial Hospital in Frankfort is one of the County’s primary employers.

The “agriculture, forestry, fishing, hunting and mining” industry employs about 1.5% of the total workforce. However, these numbers do not reflect the agricultural-related employment at larger agri-businesses, some of which are highly seasonal and some of which are captured as wholesale trade establishments. Additionally, agriculture, as part of Benzie’s “brand,” drives tourism and entrepreneurial activity.

Data Sources: U.S. Census Bureau. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03, 2022. "Industry by Median Earnings in the Past 12 Months (in 2022 Inflation-Adjusted Dollars) for the Civilian Employed Population 16 Years and Over." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B24031, 2022

INDUSTRY	EST. # EMPLOYED IN 2022	EST. % OF TOTAL EMPLOYMENT	EST. AVERAGE ANNUAL EARNINGS
Educational services, and health care and social assistance	1,930	24.00%	\$38,819
Educational services			\$42,895
Health care and social assistance			\$38,028
Retail trade	1,068	13.30%	\$28,792
Arts, entertainment, and recreation, and accommodation and food services	892	11.10%	\$20,719
Arts, entertainment, and recreation			\$14,167
Accommodation and food services			\$21,714
Manufacturing	774	9.60%	\$46,563
Professional, scientific, and management, and administrative and waste management services	710	8.80%	\$46,719
Professional, scientific, and technical services			\$54,274
Administrative and support and waste management services			\$29,348
Management of companies and enterprises			-
Construction	629	7.80%	\$44,044
Other services, except public administration	501	6.20%	\$25,142
Finance and insurance, and real estate and rental and leasing	412	5.10%	\$40,568
Finance and insurance			\$33,500
Real estate and rental and leasing			\$50,938
Public administration	370	4.60%	\$50,379
Transportation and warehousing, and utilities	308	3.80%	\$42,976
Transportation and warehousing			\$37,750
Utilities			\$109,844
Wholesale trade	283	3.5%	\$49,890
Agriculture, forestry, fishing and hunting, and mining	120	1.50%	\$38,750
Agriculture, forestry, fishing and hunting			\$36,250
Mining, quarrying, and oil and gas extraction			-
Information	32	0.40%	\$31,250

Some business diversification will be important to better weather economic shifts, to provide a wider range of employment opportunity, and to broaden the tax base.

2000 Benzie County Master Plan

Opportunities: Tourism

What can the County do?

- Consider implementation of placemaking initiatives that improve streetscapes, building facades, and public spaces
- Work with local and regional chambers of commerce and other business associations to promote recreation opportunities, festivals, and community events
- Develop a community logo and/or consistent signage to serve as a local brand
- Develop and maintain a strong online presence to connect visitors, residents, and businesses to community information

What can local governments do?

- Consider zoning regulations that preserve scenic character, sense of place, and natural resources
- Consider form-based zoning codes or elements that preserve and enhance unique community character

and is expected to remain so over the next 15 years. Yet, regional reports and input from stakeholders point to “skills gaps” or labor shortages in the hospitality industry, leaving some employers struggling to fill jobs. And, a tourism-based economy presents challenges related to seasonality for both workers and employers. Tourism-based jobs like waitstaff, housekeeping, or retail sales often pay lower wages, and many are seasonal. The low wages and temporary or part-time nature of these occupations mean that many employees do not receive employer benefits, and many are unemployed during the winter months. Even year-round jobs are significantly impacted by seasonality issues, with less work or income for employees off-season. For these lower-wage employees, seasonally-impacted employment can also come with barriers in obtaining services or assistance; in applying for loans or credit; or in renting or purchasing homes.

In addition, the health of these industry sectors are dependent to some extent upon factors such as the weather, and are also closely linked to the economies of the rest of the state, nation, and world. When households have less disposable income, they’re less likely to take vacations. With fewer visitors, hotels, restaurants, and other hospitality-based businesses feel immediate and profound impacts. For these reasons, County stakeholders have stressed the need

for more diverse economic growth and sustainable, year-round employment to complement local tourism and seasonal employment opportunities.

Despite seasonality challenges, tourism continues to play an important role in Benzie County’s economy. In addition to providing jobs, tourism also helps to “showcase” the County. When visitors come to the region for vacation, they experience the quality natural environment, recreation opportunities, and quality of life that ultimately bring many people to relocate to the area. Tourism thus works in tandem with marketing efforts to attract businesses and residents to the region – an increasingly important economic development activity in today’s economy.

Throughout the master plan process, Benzie County stakeholders emphasized the enormous economic impact of tourism and its dependence on the County’s unique sense of place and the physical, natural, and cultural assets that bring visitors here. Without the high-quality natural resources, abundant recreation opportunities, and scenic views that appeal to so many visitors, Benzie’s tourism industry—and a substantial portion of its overall economy—would suffer irreparable damage. Many communities and stakeholders recognize the importance of preserving the scenic and other qualities that drive tourism, attract new businesses, and create a high-quality living environment. Local master plans overwhelmingly

ALICE Household Survival Budget, Benzie County, 2022

Expense	Single Adult	One Adult One Child	One Adult One Childcare	Two Adults	Two Adults Two Children	Two Adults Two Childcare	Single Senior	Two Seniors
Housing - Rent	\$444	\$410	\$410	\$410	\$567	\$567	\$444	\$410
Housing - Utilities	\$163	\$258	\$258	\$258	\$310	\$310	\$163	\$258
Child Care	\$0	\$216	\$577	\$0	\$433	\$1,244	\$0	\$0
Food	\$473	\$802	\$720	\$867	\$1,459	\$1,289	\$436	\$800
Transportation	\$462	\$596	\$596	\$703	\$1,113	\$1,113	\$398	\$575
Health Care	\$174	\$383	\$383	\$383	\$601	\$601	\$558	\$1,117
Technology	\$86	\$86	\$86	\$116	\$116	\$116	\$86	\$116
Misc.	\$180	\$275	\$303	\$274	\$460	\$524	\$209	\$328
Tax Payments	\$332	\$681	\$754	\$450	\$925	\$1,093	\$406	\$719
Tax Credits	\$0	(\$210)	(\$217)	\$0	(\$420)	(\$433)	\$0	\$0
Monthly Total	\$2,314	\$3,497	\$3,870	\$3,461	\$5,564	\$6,424	\$2,700	\$4,323
ANNUAL TOTAL	\$27,768	\$41,964	\$46,440	\$41,532	\$66,768	\$77,088	\$32,400	\$51,876
Hourly Wage	\$13.88	\$20.98	\$23.22	\$20.77	\$33.38	\$38.54	\$16.20	\$25.94

Source: <https://unitedforalice.org/household-budgets/michigan>

prioritize the preservation of scenic character and natural resources, and strong consensus among stakeholders points to efforts to protect Benzie County’s sense of place as key economic development initiatives.

Workforce

The presence of talent—a skilled, knowledgeable workforce—is needed to support existing business,

and also helps to create and attract high-paying, sustainable jobs.

Benzie County and Northwest Michigan are currently experiencing a skilled labor shortage; and much of the discussion around economic development has focused on the need to develop, attract, and retain a skilled workforce. Benzie County stakeholders have identified the challenges associated with finding and retaining workers, especially seasonal workers, as one of the County’s biggest economic development issues.

Opportunities: Workforce

What can the County do?

- Market and promote local and regional assets
- Support efforts of and investigate linkages to entities to provide workforce development, training, and education for in-demand occupations
- Consider implementation of placemaking initiatives that improve streetscapes, building facades, and public spaces

What can local governments do?

- Consider zoning ordinances that preserve scenic character, sense of place, natural resources
- Consider implementation of placemaking initiatives that improve streetscapes, building facades, and public spaces

Economic Development Resources

Alliance for Economic Success
www.allianceforeconomicsuccess.com

Venture North
www.venturenorthfunding.org

The reasons behind the labor shortage are complex, involving factors as wide-ranging as demographics, housing shortages, wages, and skills gaps. The County’s aging population means that many workers are reaching retirement age; and without a younger population of comparable size to replace those retiring workers, some industries are facing labor shortages.

The per capita income for workers in Benzie County (in estimated 2022 inflation adjusted dollars) is \$38,875. With the exception of a household consisting of a single adult or a single senior, all other household types have a basic estimated survival budget that exceeds this per capita income estimate. Adding to the stress on household budgets is the well-documented shortage of housing, particularly housing that’s affordable or available for the workforce. When employers try to recruit workers from outside of the area, many of these workers can’t find quality homes they can afford – and without housing, they can’t take the job.

When meeting basic expenses – or simply finding adequate housing – is a challenge for many households in the region, including those earning average incomes, it’s difficult to attract new talent.

These challenges are exacerbated by the “skills gaps” present in the region’s current workforce. The Benzie County EDC Action Plan, regional reports, and County stakeholders indicate that many individuals lack the “soft skills” or employability skills—such as teamwork, reliability, and respect— needed for successful employment. Others lack the technical expertise and skills needed for the new knowledge-based economy, which relies heavily on skills and abilities in communications technology and math – or even for newly-created jobs in manufacturing. While training and education programs are available for key in-demand occupations, resources for and participation in these programs is limited.

In addition, as the population shifts in fundamental ways, immigrants and minorities are making up a larger percentage of the workforce nationwide. In

Benzie County, where 93% of the population is white, cultural barriers may complicate efforts to attract new workers. Lack of diversity is the primary barrier cited by health care facilities for attracting new physicians: communities that are lacking in diversity aren’t able to provide the cultural support such as food, celebrations, language, and religious community that the potential workforce may desire.

While County and local government roles in developing talent may be limited, they are critical players in creating the type of environment and quality of life that attracts new talent and workers. Attracting and developing new talent requires efforts on many fronts: competitive wages, a supportive environment for both residents and businesses, skills and job training, and community- and place-based initiatives that create a high-quality living environment. Benzie County and its partners can work with regional or statewide organizations to identify employer and employee needs and encourage or offer trainings that help address the workforce’s skills gaps.

Infrastructure Assets in Benzie County, 2024

	MUNICIPAL SEWER	ADDITIONAL SEWER CAPACITY	MUNICIPAL WATER	ADDITIONAL WATER CAPACITY	NATURAL GAS	BROADBAND
City of Frankfort/Village of Elberta	Yes	Yes	Yes	Yes	Yes	Yes
Villages of Beulah/Benzonia	Yes	No	Yes	No	Yes	Yes
Village of Honor	Yes	Yes	No	No	Yes	Yes
Village of Thompsonville	Yes	No	Yes	No	No	No
Village of Lake Ann	No	No	No	No	Yes	Yes

Future public service expansion needs to be limited to discrete areas so the provision of those services remains cost-effective, and growth associated with public services does not negatively change large areas of the County with resultant decline in the tourist economy and quality of life for residents. These areas should be in and adjacent to existing cities and villages in the County.

And, because skilled, educated workers are more likely to locate in communities with a strong sense of place that offer a variety of lifestyle amenities and that are diverse, lively, and entertaining, enhancing community quality of life has become an important economic strategy. Benzie County stakeholder input emphasizes the importance of the County's quality of life and place in attracting and retaining skilled workers. Fortunately, many local goals and planning initiatives focus on preserving the County's unique sense of place, creating a consensus around and support for this key approach to workforce attraction and retention.

Infrastructure

The term "infrastructure" refers to the public services and facilities that are needed to support a community's population and economy – such as municipal sewer, water, roads, utilities, and communications facilities. Efficient, cost-effective public infrastructure makes it possible to produce and distribute goods and services; ensures the health, safety, and welfare of a community's residents; and underlies any economic development initiatives. Intensive commercial and industrial development requires adequate access to roads, energy sources, sewer, municipal water, and other services that will

support business activity. Residential development, too, relies on these and other public facilities, such as fire and police protection, schools, communications technologies, and waste management infrastructure. Ensuring that adequate, cost-efficient infrastructure is available is an important first step in attracting growth and investment to a community.

- **Sewer and Water.** Municipal water is available in 3 communities in Benzie County, while four communities offer municipal sewer facilities. Only one of those communities – the Frankfort/Elberta area – has additional municipal water capacity, while two – Frankfort/Elberta and Honor – have additional sewer capacity. The lack of additional capacity means that new businesses or development may not be able to access sewer or municipal water without expansions to existing systems, or the construction of new systems. Input, plans, and reports indicate that new commercial projects are often derailed by inadequate infrastructure; and areas not served by infrastructure are frequently constrained by wetlands or poor soils. Challenges in providing infrastructure generally center on the costs of providing and maintaining services: infrastructure-related costs are among the largest budget items for most communities. Yet, the costs of maintaining existing services are far less than

Opportunities: Infrastructure

What can the County do?

- Convene local units of government, funders, and other partners for discussion on infrastructure development or expansion
- Identify opportunities and plan for high-tech communications infrastructure

What can local governments do?

- Consider opportunities to build or expand sewer or water systems in appropriate areas to meet the needs of new businesses or development
- Work with funders and partners to secure grants and loans for infrastructure development, expansion, or improvements

Opportunities: Entrepreneurial Environment

What can the County do?

- Identify opportunities and plan for high-tech communications infrastructure
- Promote revolving loan fund opportunities to make capital available to emerging enterprises
- Market and promote local and regional assets

What can local governments do?

- Consider zoning changes that allow for cottage industries or home-based occupations
- Consider zoning changes to allow for reuse of existing commercial buildings to accommodate business with low-impact, innovative, entrepreneurial, or knowledge-based features



Photo courtesy of Steve Stephens

expanding systems or facilities to accommodate new development. Local decision-makers must work to balance infrastructure's financial costs with a desire to create opportunities for future growth and investment. Clustering new development in areas that can access existing infrastructure can enhance efficiencies, spreading the costs of the system over more users and lowering overall service costs. Because some sewer and water systems in Benzie County have additional capacity, there are opportunities to take advantage of existing infrastructure rather than expanding systems. However, some village areas lack the sewer and water services needed for higher-density development that would otherwise be appropriate; and stakeholders cited the lack of infrastructure as a primary barrier in building new, affordable housing units for the workforce, and in siting new commercial or industrial properties. For instance, the Village of Benzonia is home to commercial and other development that offers important employment opportunities, but the lack of infrastructure

precludes higher-density development that could provide housing options for employees.

- **High-speed Internet.** In the transition to a new, information based economy, basic public services like sewer and water must also be paired with technology-based infrastructure. Greater coverage of telecommunications and high-speed internet are critical in today's business operations: high-tech, high-speed Internet infrastructure is a "must-have" in accommodating the interconnected, innovative nature of new economic growth. While Internet access is available in most developed areas of the County, speeds are often slow or unreliable, and high speed internet access is limited in many parts of the County. County stakeholders consistently identified the lack of high-speed Internet as a primary economic development challenge throughout the Master Plan process.
- **Utilities.** Three-phase electric power is a common method of alternating-current electric power generation, transmission, and distribution. It is

Benzie County Economic Development Strategic Plan

In 2014, the Traverse Bay Economic Development Corporation (TBEDC) worked with the Benzie County Commissioners and an appointed Task Force to develop an Economic Development Strategic Plan for the County. The Strategic Plan compiles findings and recommendations from the planning process, highlights specific socio-economic characteristics, identifies economic strengths and weaknesses, enumerates the Task Force's major goals, and recommends tactics for achieving those goals. Tasks identified in each of the report's strategies are definable and achievable by the County without the need for significant outside assistance or exorbitant expenditures.

GOAL #1: Benzie County will improve the quality, reliability, and capacity of its key infrastructure systems serving identified growth corridors, employers, and communities desiring growth.

Strategy 1. Potential Growth Corridors

- Identify and map potential growth areas based upon existing roadways and infrastructure systems, the location of current businesses, and proximity to established communities.
- Work with the local jurisdictions within identified potential growth areas to measure the level of support for future growth and to identify respective needs related to infrastructure development.

Strategy 2. Coordinate with businesses

- Identify and map the location of the ten largest employers in Benzie County.
- Communicate and coordinate with major employers to identify their respective infrastructure needs and requirements related to future business growth.

Strategy 3. Support the development by Consumers Energy of new electrical capacity within Benzie County.

- Support the construction of a new 3-phase line from Arcadia.
- Encourage Consumers to install a new sub-station.
- Encourage Consumers to install a new line from Hodenpyl.

Strategy 4. Support DTE Energy's legislative effort to socialize "last mile" regulations.

Strategy 5. Identify critical infrastructure projects that qualify for new CDBG funding and other grant sources, and pursue public sector financing.

GOAL #2: Benzie County will facilitate skilled trades training and other programs to include co-ops and partnerships, offered in the

County with appropriate stakeholders and businesses.

Strategy 1. Identify businesses' need for skilled labor.

- Host an industry meeting of all major employers in Benzie County to identify needs.
- Develop and periodically update a needs matrix.

Strategy 2. Work collaboratively with regional skilled trades training centers by sharing the needs matrix on a regular basis.

Strategy 3. Explore the development of mentor programs within Benzie County businesses in partnership with regional skilled trades training centers and schools.

Strategy 4. Promote skilled trades training within Benzie County schools.

GOAL #3: Benzie County will encourage the growth of value-added agriculture and agri-tourism as a means of supporting small farmers and entrepreneurs.

Strategy 1. Collaborate with regional organizations and businesses (Food & Farm Network, GT Land Conservancy, Taste the Local Difference, Cherry Capital Foods) to create awareness among Benzie County farmers related to the type of support and opportunities available.

Strategy 2. Create a County-wide association of interested farmers willing to work together to identify and create new opportunities.

Strategy 3. Consider the creation of food cooperatives, food hubs, and additional farmers markets.



Entrepreneurial Activity

Knowledge, information, and communication drive the new economy: they fuel entrepreneurial activity, which in turn promotes new job creation and economic growth. In Michigan, where jobs and economic growth have traditionally relied on manufacturing, many communities are in the process of transitioning into this new knowledge-based economy.

Data shows that jobs in knowledge and information-based industries don't currently play a large role in Benzie County's economy. Jobs in professional and technical services, finance and insurance, management of companies and enterprises, and information industries account for about 2% of jobs, and little growth is currently expected in these sectors. Among the factors playing into the limited employment among knowledge- and information-based industry sectors are workforce challenges and infrastructure limitations. Without high-tech infrastructure like broadband that supports communication needs for today's businesses, and without a skilled, knowledgeable workforce, new businesses or investors may choose to locate elsewhere. And, stakeholder input indicates that some entrepreneurs or companies may encounter zoning or other regulatory obstacles when beginning or expanding businesses, further impeding new business activity and investment.

However, it's important to recognize that not all entrepreneurial activity occurs in the knowledge- or information-based industry sectors. In Benzie County, entrepreneurs have found creative ways to leverage local assets in agriculture, the arts, or tourism activity

the most common method used by electrical grids worldwide to transfer power, and is also used to power large motors and other heavy loads. Three-phase electric power is limited in Benzie County, and some businesses report inadequate, sometimes unreliable electric service, along with constraints to growth related to the availability of natural gas.

Decisions about infrastructure construction or expansion are typically made at the local level, with input from the community; and, while grants and low-interest loans may be available in some communities, local taxpayers and local governments ultimately bear the majority of the financial responsibility for new sewer and water infrastructure. The immediate and long-term costs of infrastructure mean that decisions on construction or expansion of sewer and water systems must be carefully considered in the context of community goals around new development and business. And, because infrastructure often spurs or accommodates new development, it's vital that the community comes to a consensus about where new development should be located; and that any plans for

infrastructure development or expansion are consistent with that community-wide consensus.

While the authority and ability for decision-making on infrastructure rests with individual units of local governments, many of the considerations that play into decisions about infrastructure development or expansion require coordination and collaboration between multiple units of government, public agencies, and private entities. Benzie County can thus play an important role in discussions about where and how to expand infrastructure, by convening necessary stakeholders to develop a broad consensus on infrastructure questions. For instance, the County is currently working with multiple partners, including the Alliance for Economic Success and Connect Michigan, to develop a technology action plan that will identify needs for broadband expansion and improvements. County partners are also working to coordinate discussions with local governments, funders, and other stakeholders around opportunities and needs for sewer and water infrastructure.

Zoning, as backed by the Comprehensive Plan, can ensure that land remains available for industrial and commercial growth in appropriate locations. It can also protect farm and forestlands and the rural character that provides the base for the tourist economy. Zoning can also protect a wide range of land uses from the negative effects of incompatible adjacent uses.

– 2000 Benzie County Master Plan

to build new business. Small-scale agriculture, agri-tourism, food processing, and farm-to-table restaurants are a few examples of a smaller-scale entrepreneurial business model that's found fertile ground in Benzie County. What's more, retirees, who are increasingly becoming entrepreneurial powerhouses, are a large and growing portion of Benzie County. Benzie County stakeholders stress the importance of encouraging entrepreneurs and "cottage industries" like these with supportive zoning policies and other initiatives that allow start-ups and small-scale businesses to develop their products and customer base. At the same time, developing and supporting knowledge-based industry clusters and business growth is critical to remaining competitive in the new economy; and the presence of a workforce with the needed knowledge and skills is among the foremost needs in economic development today. These workforce assets must be complemented by high tech infrastructure that enables new business to remain competitive in a global marketplace.

Regulatory Issues and Roles

For communities to attract future growth and investment, planning is an important first step. Master plans, economic development strategies, and zoning ordinances are vital in planning and preparing for

changing populations, economic trends, and service demands. They provide the foundation needed to make informed decisions about managing limited resources, directing development to appropriate locations, and ensuring that development is designed to protect and enhance our communities' most valued features. As the economy becomes increasingly dependent on place-based assets, master plans and zoning ordinances become particularly important economic development tools.

All Benzie County jurisdictions have chosen to adopt master plans and zoning ordinances. A 2015 review of Benzie County's local master plans found that priorities shared by communities throughout the region include the preservation of water quality, natural resource preservation, preservation of unique character, and offering a range of housing choices. However, the ways in which these priorities are implemented by zoning or other regulations may vary by community.

A zoning ordinance is a local law that regulates land and buildings in order to protect the health, safety, and general welfare of all citizens. It defines how properties are to be used, establishes standards for development, and regulates where, what types, and how much new development can occur in a community. Zoning is one tool that allows

Opportunities: Regulatory Issues & Roles

What can the County do?

- Provide economic development resources or services to new and existing businesses and developers.
- Provide space for a "one-stop shop" with links to local and county ordinances and permit applications.

What can local governments do?

- Conduct a zoning audit to identify potential regulatory "bottlenecks" Streamline permitting processes
- Work with neighboring units of government to ensure ordinances, regulations, and permitting processes are consistent across boundaries
- Ensure adequate property is available and appropriately zoned for desired types of commercial and industrial development

communities to guide development and land use in a way that achieves the community’s vision for development. It can use regulations that guide the placement and form of building such as lot size and density, height requirements, setbacks, use restrictions, street frontage requirements, and other dimensional requirements or design guidance in a way that meets community goals. Zoning can also offer incentives or flexibility that can either encourage or discourage various types of development in different parts of the community.

While zoning, in particular, is a powerful policy tool that can affect new development in positive ways, it can also discourage new investment or the types of development that the community may have identified as a goal. For instance, while local goals might include providing for a “range of housing choices,” zoning

might restrict the development of multifamily homes or other types of housing. Or, it may not provide enough land for commercial or industrial development, despite goals to attract new investment and jobs – making it difficult for businesses to find appropriate sites for development. Also, the procedures involved in obtaining zoning approvals can be another barrier to new development—especially for large, intensive, or high-density projects, which can be complex, time-consuming, and highly charged political processes that can take months or even years to complete. Business and stakeholder input in Benzie County indicated that many local regulations are daunting, time-consuming, and limit new types of investment and development. Time is money for developers, and these approval procedures add cost and risk that may discourage new development, or add costs to the project and end consumer.

In addition, because communities in Benzie County administer their own separate and distinct zoning ordinances that often work together with construction codes or other regulations administered by other levels of government, development and investment processes can be confusing and complex to navigate: developers and investors may not know where to begin, who to contact, or which governmental regulations apply to various phases of a project. In Benzie County, where many communities lack full-time staff or robust online services, businesses and developers report that finding information or appropriate ordinances is an early and frequent challenge in the development process. And, a lack of economic development staff or capacity to act as liaison between potential investors and communities means that some new businesses lack the support needed to relocate or expand in Benzie County.

Cooperative Planning in Benzie County

- The Homestead and Inland Township Joint Planning Commission was among the first joint planning commissions in Northwest Michigan. They developed a master plan and currently administer a joint zoning ordinance.
- The West Benzie Joint Planning Commission includes Benzonia and Platte Townships. The two communities share a master plan and zoning ordinance that are jointly administered.
- The Colfax and Thompsonville Joint Planning Commission have a shared master plan and zoning ordinance.
- The Lakes to Land Regional Initiative is a unique joint planning effort among the northwestern Michigan townships of Arcadia, Blaine, Crystal Lake, Gilmore, Bear Lake, Joyfield, Lake, Manistee, Onekama, and Pleasanton; the Villages of Honor, Onekama, Bear Lake, and Elberta; and the Cities of Frankfort and Manistee. The Initiative seeks to bring voices from throughout the region into an articulation of a vision for the region’s future. This process has resulted in a series of master plans which include a detailed assessment of the community, a consensus on a shared vision, and into policy and action statements that will help each community translate its vision into reality. The communities have now begun collaborating on a clear set of strategies and actions for achieving their vision. Additionally, Joyfield, Gilmore, and Blaine Townships have developed standardized zoning ordinances that share a common formatting and structure that will improve opportunities for coordinated zoning and administration.

Input points to further complications arising from the multitude of zoning ordinances and related regulations in the County. With over a dozen zoning ordinances on the books in Benzie County, there's often an inconsistent approach to growth and development, which force businesses or developers to "start from scratch" in every community.

This inconsistent approach can also have greater-than-local impacts. For instance, traffic impacts from large commercial uses or resorts may not be compatible with working farmlands in agriculturally zoned areas of adjacent communities; while new development in or near wetlands or shorelines can impact water quality throughout a watershed and across governmental boundaries. Despite the importance of consistent zoning approaches to development, zoning is typically adopted without participation from neighboring communities.

Benzie County communities have taken important strides in consolidating planning and zoning services, through joint planning commissions and other collaborative planning initiatives like Lakes to Land (see sidebar). But, there are a number of steps Benzie County and local governments can take – and are taking – to further enhance government services that support new business and development. Creating a "one-stop shop" for permits is an approach used in many communities, often via a County or other government website. By locating all zoning ordinances, required permits, and other regulatory information in a single location, governments can improve access to needed information and save developers time and money.

At the local level, planning commissions and elected

boards can consider streamlining zoning ordinances and permitting processes. Local governments can review their ordinances – with input from businesses or developers that have recently been through the permitting process – to identify and address potential barriers and hang-ups that can slow down the process. Local governments might also consider reviewing their ordinances with an eye toward allowing desired types of development by-right, with minimal permitting or regulatory barriers – rather than focusing the regulatory process on preventing types of development they don't want. It's also important to ensure that adequate sites are zoned appropriately for desired types of commercial and industrial development.

Finally, the importance of locally-available economic development resources to drive new initiatives and respond to requests for services from businesses can't be overstated. With limited staff capacity at the County level, partnerships with regional agencies can be instrumental in providing the services and information needed by new businesses and developers. In 2016, Benzie County contracted with Alliance for Economic Success in Manistee County to provide economic development services and staff that would drive County-identified economic development initiatives forward. In addition to the technical assistance available through AES, Benzie County also has access to non-traditional funding sources through Venture North, which administers a revolving loan fund intended to support new business and growth of existing businesses. These partnerships can provide the needed capital and other support for businesses looking to move into Benzie County.



This page intentionally left blank

Food and Farming

Increase local food access, consumption, and business/entrepreneurial opportunities

For many residents and visitors, farmland defines Benzie County's landscape and sense of place. Farms, fields, woodlands, and orchards create the rural character that is beloved by residents and visitors alike, and drives, in part, its rapid population growth and tourism industry. And the County's farms produce a diverse range of crops and products, ranking in the state's top producers of bees and honey, tart cherries, and fruits and berries.

While agriculture itself accounts for a small proportion of Benzie County's economy, agriculture is a significant part of the County's "brand," creating a sense of place that drives tourism and contributes to the community's quality of life. Benzie County stakeholders thoroughly recognize the economic impact and sense of place created by the County's farmland. Local master plans highlight the importance of farms and farmland to local economies, and the public consistently prioritizes the preservation of farms and open space. However, farmers and farmland experience significant pressures in the form of residential development demand and changing economic conditions that threaten the profitability and viability of many farms.



Agriculture was a high priority in the 2000 County master Plan, with a focus in the 2000 Master Plan on development pressure, conflicts between agricultural and residential development, and farmland preservation. While local plans continue to recognize the importance of farmland preservation, they now also emphasize the agricultural business environment, responding in part to a growing interest and demand for local food that is creating new business opportunities as farmers and food producers innovate and diversify.

Agricultural Land & Production

Rapid population increases have put agricultural land under significant pressure for development, raising the value of farmland – and the costs of doing business.

As farms are subdivided into residential development, farmland is removed from production; and once it's taken out of production, land is rarely returned to farming.

Benzie County Total and Per Farm Overview, 2022 and change since 2017

	2022	% Change since 2017
# of Farms	194	-2
Land in farms (acres)	15,800	-15
Avg. size of farm (acres)	81	-13
TOTAL	(\$)	
Market value of products sold	14,487,000	+44
Government payments	1,199,000	+534
Farm-related income	1,871,000	+1
Total farm production expenses	14,992,000	+40
Net cash farm income	2,564,000	+93
PER FARM AVG.	(\$)	
Market value of products sold	74,673	+47
Government payments	52,123	+562
Farm-related income	51,980	+77
Total farm production expenses	77,281	+42
Net cash farm income	13,218	+96

Benzie County Agricultural Products, Value and Rank

	VALUE	STATE RANK (of 83 counties)	PERCENT OF TOTAL
MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD			
Total value of all ag products sold	\$14,487,000	62	
Value of crops	\$12,217,000	58	84.3%
Value of livestock, poultry & products	\$2,270,000	67	15.7%
VALUE OF SALES BY COMMODITY GROUP			
CROPS			
Fruits, tree nuts, and berries	\$9,177,000	15	63.3%
Grains, oilseeds, dry beans, dry peas	\$743,000	64	5.1%
Other crops and hay	\$188,000	74	1.3%
LIVESTOCK, POULTRY AND PRODUCTS			
Other animals and animal products	\$1,508,000	7	10.4%
Cattle and calves	\$611,000	64	4.2%
Hogs and pigs	\$86,000	45	0.6%
Poultry and eggs	\$31,000	67	0.2%
TOP CROP ITEMS IN ACRES			
Cherries, tart	1,347		
Corn for grain	1,103		
Apples	950		
Forage (hay/haylage), all	833		
Cherries, sweet	167		
TOP LIVESTOCK INVENTORY			
Layers	689		
Cattle and calves	593	64	
Broilers and other meat-type chickens	525		
Pullets	166		
Hogs and pigs	142	45	

Data from 2022 Agricultural Census

https://www.nass.usda.gov/Publications/AqCensus/2022/Online_Resources/County_Profiles/Michigan/

Most farms in Benzie County are operated as small family farms that face additional economic pressure as the size and scale of farming operations continue to increase. To remain competitive in the face of financial pressures created statewide, national, and global food policy, many small farms are diversifying, looking for new markets, or adding value to their products through on-site processing. However, traditional lending parameters mean that these new ventures are often difficult to finance; and the region is lacking important food system infrastructure that these businesses need, such as smaller-scale packaging, wholesaling, distributing, or processing.

Current Land Use and Production

The 2022 US Agricultural Census reports that Benzie County contains 194 farms (a decrease of 2% since 2017), and 15,800 acres of land used for farming (for cropland, pastureland, woodland, or other; a decrease of 15% since 2017). The average size of a farm was 81 acres in 2022, a 13% decrease since 2017.

Despite the lower numbers of farms and acreage used for farming, there were increases in the market value of farm products sold and farm-related income, on both total and per farm average basis, between 2017 and 2022.

Benzie County ranks 62 (out of 83 counties in Michigan) in the total value of all agricultural products sold, with \$14,487,000 in product sales in 2022. It is ranked 58 in the value of all crops sold (\$12,217,000) and 67 in the value of all livestock, poultry and related products sold (\$2,270,000). While Benzie County's small geographic size and small average farm size means it doesn't rank high in agricultural production



and value compared to other counties in Michigan, its climate and soils are ideally suited to fruit production, and farmland near Lake Michigan coastal areas produce significant percentages of Michigan's tart cherries.

Production Practices

Access to fertile soils, and proper soil monitoring and management, are central to food production. Healthy and high-quality soils are necessary for agricultural production, and they also provide a wide range of other ecological benefits such as improved water quality. Farmland plays an important role in groundwater recharge and in preventing stormwater runoff. Yet, runoff and nutrients associated with agricultural activity have been identified as one of the largest sources of water pollution in the Northwest Michigan region. Organic production offers an approach to farming that mitigates some of these pollution concerns. Organic farming is defined by the US Department of Agriculture as an "ecological production management system that promotes and enhances biodiversity, biological cycles, and soil biological activity." It is based on minimal use of off-farm inputs and on management practices that

restore, maintain and enhance ecological harmony. Organic farms rely on techniques such as crop rotation, green manure, compost, and biological pest control, with limitations on certain farming

methods like synthetic fertilizers and hormones or antibiotic use in livestock. In addition to achieving important ecological benefits, organic farming also offers options for sales to other, nontraditional markets, with opportunities for increased profits or revenues. The 2022 Agricultural Census identifies two farms in Benzie County as being US Department of Agriculture certified organic. However, because the process for certification as an organic farm is rigorous and in some cases burdensome, some farms that practice these methods of farming in the region don't apply for organic certification status, but instead market their products as "natural."

Development Pressure and Farmland Fragmentation

Between 1970 – 2010, Benzie County's population more than doubled. Much of this population increase has been focused in rural areas, driven by a desire for rural lifestyles and large development lots; and it has

Opportunities: Ag Land & Production

What can the County do?

- Identify and map community farmland characteristics, including locations, type of agricultural enterprise, and crop type, in actively farmed or potential agricultural lands, to identify prime farmlands and/ or priority lands for preservation

What can local governments do?

- Protect economically viable and/or prime agricultural lands from encroachment and interference by incompatible uses by clustering new residential development and/ or planning for new development in and near existing communities
- Consider zoning changes that incorporate land division strategies allowing for future residential development while encouraging the continuation of farming and agriculture
- Identify, support, and encourage the use of agricultural preservation tools, including transfer of development rights zoning options or purchase of development rights programs or funds

increased development pressure on agricultural land, which is often attractive for residential development due to scenic views. Residential development pressure leads to increased land values, resulting in financial pressures for working farms as taxable values increase, while also creating added incentives for selling farmland. As farms struggle to remain financially viable, the financial payoff associated with the sale of farmland for development can lead to the fragmentation of many productive farms, as large parcels are sold to be subdivided and developed. Between 1974-2012, Benzie County lost nearly 40% of its total farmland, from 33,051 acres to 20,646 acres – a higher proportion than any county in Northwest Michigan – while the average farm declined in size by 73 acres, or 39%.

As described previously, the most recent agricultural census shows that trend continuing.

In addition to fragmenting farmland, residential development pressure also acts to increase the value of land. Affordable access to farmland is critical for new and expanding farmers; yet, as the cost of farmland increases, so too does the cost associated with farming, particularly for those that are looking to begin or expand a farming operation by purchasing productive farmland.

Preserving and protecting farmland was thus an important priority both in the 2000 Master Plan and in the 2015 community survey; and two-thirds (62%) of local plans addressed farmland preservation. Further, conflicts between ag land and residential development were a focus of the 2000 Master Plan; and 88% of survey respondents indicated that it is important to address those conflicts. In keeping with the 2000

Master Plan, which included detailed Open Space protection plans and guidance for farmland preservation, many local governments have explored or adopted zoning options that are intended to discourage farmland fragmentation and subdivision into residential lots; and some farmers have preserved land through mechanisms such as Public Act 116 and conservation easements donated to the Grand Traverse Regional Land Conservancy.

Farm Economy & Regional Food System

While agriculture only makes up a small proportion of Benzie County’s gross domestic product, its role in creating the Benzie County “brand” means that its community and economic impact is much larger than the story told by the numbers.

In 2022, businesses in the “Agricultural, Forestry, Fishing and Hunting” industry (NAICS Code 11) accounted for 1.2% of the County’s gross domestic product (GDP), at \$8,024,000. This does not incorporate major agricultural industries like Graceland Fruit, which are counted as a “Wholesale Trade” industry (NAICS Code 42). Wholesale trade industries accounted for 1% of the County’s GDP, at \$6,620,000. (Source: Michigan Regional Economic Analysis Project <https://michigan.reaproject.org/>)

In 2022 the industries of “agriculture, forestry, fishing and hunting” and “wholesale trade” accounted for a combined 5% of total private sector wages, amongst 18 establishments with an average employment of 166 persons. (Source: <https://milmi.org/datasearch/QCEW>)

In many parts of Benzie County, an increasing number of non-farm residences are being located in farming areas. While the new residents are attracted to the rural scenery, they show little acceptance of typical farming practices, such as spraying, manure application, the transport of farm equipment on the roads, and other operations. In addition, people who live in the vicinity of farms often do not want those farms developed as subdivisions.

Agriculture also has profound impacts on tourism. Many visitors are attracted in large measure by its rural character, rolling hills of orchards and fields, and agriculturally-based attractions like farm markets. And the influence of agriculture on tourism continues to grow, as more farms offer agri-tourism opportunities throughout Benzie County and the region.

Recognizing that agriculture's impact on the County's economy and quality of life is far greater than the sum of its parts, retaining and enhancing the County's agricultural economy is paramount for many communities. As of 2017, 62% of locally-adopted master plans in Benzie County included specific language relative to preserving farmland and/or enhancing the agricultural economy. Yet, many farms—particularly smaller, family-operated farms—struggle to remain economically viable in the face of global economic pressures, shifting national policies, financing needs, and other challenges. Over half (56%) of the County's primary farms sometimes face policy barriers or infrastructure gaps. For example, agri-tourism activities like events, on-farm restaurants or tasting rooms, or processing may not be allowed by local zoning that is designed to accommodate only traditional agricultural activities in agricultural districts.

What's more, gaps in local and regional food system infrastructure mean that new agricultural outlets

often struggle to meet distribution and processing needs in getting their products to local markets. As many farms seek to expand or enhance their businesses through diversification, new markets, or value-added products, it is imperative that the appropriate distribution, processing, or wholesaling infrastructure is in place to support these new ventures. But many local and regional food producers find that these facilities are missing. Needs for food system infrastructure including processing facilities for meat, cold storage, and facilities for freezing and storing local produce are identified as food system gaps by stakeholders in the region.

Farms can also face challenges in marketing their locally-grown products to the community through established retail outlets. Supermarkets, which most consumers use to purchase food, come with a number of challenges—such as large volume requirements or seasonality issues—for producers looking to sell their products to local consumers.

These challenges and the global scale of the nation's food system means that much of the County's agricultural harvest is exported out of the region for processing. It's often easier to find produce or other food products from other parts of the world than it is to purchase fruits or vegetables grown just a few miles away.

While many agricultural economic issues have roots in larger national and global trends, the County, local governments, and other community stakeholders can work to address some local and regional food system needs through policies, incentives, and partnerships. Value-added agricultural activities may be encouraged or supported by local zoning that permits non-traditional agricultural activities to occur on farms or in agricultural districts. Zoning can also help to accommodate food system infrastructure needs and new innovation, by allowing for and encouraging the development of food hubs and food innovation districts. A growing number of food hubs nationwide are working to connect local food producers to local and regional retail outlets, while food innovation districts expand on the idea of food hubs, acting as a geographically-concentrated center of activity around entrepreneurial agriculture. Locally- or regionally-available economic development tools such as downtown development authorities or revolving loan funds can also provide financial tools or incentives to help develop or support needed food system infrastructure components.

One example of local efforts to enhance Benzie County's agricultural economy is the Lakes to Land Food and Farm System Assessment, which identifies opportunities for innovative agriculture. Based on research and input from growers, food processors,

Opportunities: Farm Economy

What can the County do?

- Promote revolving loan fund opportunities to make capital available to emerging agricultural enterprises

What can local governments do?

- Formulate and adopt zoning policies that support agriculture and agricultural businesses
- Consider zoning changes that allow for value-added agriculture, such as farm stands, farmers markets, community-based agricultural businesses, and the like
- Consider zoning changes that permit agricultural tourism and community events
- Consider zoning changes that allow for food innovation districts or activities in appropriate areas

The County shall support actions that enhance the long-term viability of agriculture, forestry, recreation, and tourism industries.

2000 Benzie County Master Plan

food retailers and restaurants and food distributors, the Assessment sets priorities for addressing farm and food issues and opportunities within the Lakes to Land Region, and identifies potential projects for implementation that will benefit the farmers, processors and consumers of the local agricultural economy. In addition to recommendations regarding labor and financing issues, the assessment identifies top priorities such as:

- Developing shared access to cold storage facilities, refrigerated and freezer trucks, processing equipment and individually quick frozen (IQF) facilities.
- Improve access to necessary utilities such as 3-phase electrical power, natural gas, internet and cell phone service.
- A centralized hub for aggregating food for distribution.

Another example is Grow Benzie, a nonprofit that began in 2008 to support and grow agricultural entrepreneurship. Grow Benzie offers facilities such as a commercial kitchen, hoop houses, community garden, and community space for farmers and others that are working to create new products or markets. The nonprofit, a community agricultural center, interacts with local schools and other partners to offer after-school programs and farmer education with a

variety of classes for high school students, new farmers, and others, with new farmer training, cooking and other food– or agriculture-based instruction, and improve community awareness of and access to fresh local foods.

Benzie County can play a lead role in coordinating and supporting these and other initiatives that will help the region meet these important agricultural objectives. For instance, a new partnership with the Alliance for Economic Success in Manistee County allows the County to provide some economic development services, technical assistance, and staff that can drive these initiatives forward.

Financing

As many smaller-scale farms grow and expand, access to loans or other financial capital is often needed in order to support new business growth or markets. But the scale of these farm operations and the relatively short history of their local and regional market development don't provide the information and benchmarks that lenders need to finance their growing business ventures. Research conducted in Michigan as part of the Financing Farming in the US project identified a number of needs related to capital for farm-related businesses—as well as needs for lenders. In order to assess risk and investment decisions, lenders need established, reliable metrics and benchmarks; however, data relative to new and

emerging agricultural enterprises is often not available. Without adequate data, some new or expanding farms are unable to obtain needed financing to support their operations.

The use of community development financing institutions (CDFIs) offer non-traditional lending opportunities that can meet some capital and needs of food and farming entrepreneurs. Benzie County also has access to non-traditional funding sources through Venture North, which administers a revolving loan fund intended to support new business and growth of existing businesses. These partnerships can provide the needed capital and other support for new or expanding agricultural businesses looking to move into Benzie County.

Agricultural Workforce

Like other parts of the economy, the agricultural industry depends on the availability of a skilled workforce. Benzie County's agricultural workforce is shifting in fundamental ways: as many farmers prepare to retire without passing farms on to heirs, new farmers face high start-up costs that create barriers to establishing themselves in agriculture. Without new farmers to replace retiring farmers, significant acreages of farmland, and valuable skill sets, are endangered. Further, many farms in Northwest Michigan depend on a skilled migrant workforce. But, immigration-related issues are having impacts on farms and workers throughout the region, and farmers report difficulties in finding workers with the appropriate skills, which threatens their ability to grow labor-intensive crops.

Farm Succession

In 2022, nearly 40 percent of the agricultural producers in Benzie County were aged 65 or older. As the County's farmers approach or enter retirement age, many questions remain regarding farm succession.

The aging and impending retirement of many farmers – a trend that's occurring not just in Benzie County or Northwest Michigan, but throughout the nation – will have significant repercussions throughout the agricultural industry. The nation's agricultural heritage has historically revolved around a family farm that is passed on from generation to generation. Yet, according to a 2012 Michigan State University study (<https://www.canr.msu.edu/resources/farm-succession>), 472,000 acres of farmland are currently operated by owners that are planning to leave farming the next 10 years; and only 38% of those farmers that intend to retire in the coming years plan on passing their farm on as one unit to one heir. Of those aged 75 and older who have not identified a successor to their farm, most indicated that they planned to sell their farm or leave it idle upon retirement—meaning that significant amounts of productive farmland are at risk of coming out of production. Meanwhile, high land values and start-up costs make it difficult for new farmers to raise enough capital to purchase property and begin farming. Without farmers “in the wings” that are financially and otherwise prepared to help farms transition upon the large-scale retirement of farmers in the region, significant shifts in farming and its workforce can occur.

Community-led initiatives can help position new farmers for successful transitions into farming, by



connecting new would-be farmers with the expertise and capital needed to enter the business: for instance, programs available through partners like Grow Benzie offer classes, incubator space, training and other supports for small-scale and other farmers. Local governments can also play a role, by creating policies that support the use of farmland for agricultural purposes, thereby keeping land costs at a more manageable level. Agricultural zoning ordinances provide a number of opportunities to address development pressure on farmland, while the preservation of farmland or purchase of development rights can facilitate the transfer of land for purely agricultural purposes.

Migrant Workforce

Many farms in Northwest Michigan, especially fruit farms, depend on a skilled workforce made up primarily of guest and migrant workers. Migrant workers perform difficult work that requires a unique set of skills that the local workforce lacks, making it difficult to replace migrant workers with local labor.

Opportunities: Agricultural Workforce

What can the County do?

- Convene partners to explore and address migrant and seasonal labor issues
- Consider plans, policies, and programs that enhance transit access and service to the workforce
- Support partners and initiatives including Grow Benzie and others to provide, encourage, and/or support programs for youth agricultural entrepreneurship, agricultural skills, career opportunities, and apprenticeships

What can local governments do?

- Consider zoning changes that incorporate land division strategies allowing for future residential development while encouraging the continuation of farming and agriculture, to make farmland more accessible for new farmers
- Consider zoning that encourages or accommodates needs for quality housing for seasonal or transient workers



Photo courtesy of Steve Stephens

A 2013 State of Michigan study reported that there are about 321 migrant laborers engaged in activities related to field agriculture, nursery/ greenhouse work, food processing, and reforestation in Benzie County. Including families of migrant workers, that number is 822.

While farm laborers have historically followed crops, the study reports that seasonal farm laborers are increasingly likely to stay in one location all year. Some former migrant workers are beginning to settle in Michigan and travel to other states for agricultural work in order to settle down, improve educational opportunities, and avoid immigration-related travel difficulties. Reports also suggest that seasonal farm work serves as entry-level employment for immigrants and new workers, who eventually move into other employment.

Some of these trends are reflected in the growth of the County's Hispanic or Latino population, a group that has historically provided seasonal agricultural labor in Northwest Michigan. While the Hispanic

population remains a small percentage of Benzie's total population (2.2% in 2020), it is increasing significantly faster than the population as a whole. Between 2000-2010, the number of those identifying themselves as Hispanic or Latino in Benzie County increased by 30%, from 233 individuals in 2000 to 302 in 2010. The County's overall population, meanwhile, increased by only 10%.

Even as many farmworkers settle throughout Michigan, immigration related concerns are having impacts on farmers and migrant workers throughout the region. Farmworkers in the 2013 Profiles Study indicated that they may be afraid to move around or apply for services for fear of deportation for themselves or family members. Immigration law and related concerns also pose significant obstacles to farmers in the region, with producers reporting a fear of workplace raids and a shortage of farm labor, and farmers that use current guest worker and visa programs report that these programs come with major barriers to finding and employing adequate skilled workers to harvest fruit crops. The 2014 Benzie

County EDC Action Plan reports that some fruit crops were not harvested in 2013 due to a lack of labor; and input from Benzie County and other parts of the region indicate that labor shortages and other issues associated with labor are threatening the ability of many fruit farmers to continue to grow labor-intensive crops such as apples and peaches.

It will be difficult for the County to realize its full potential in agriculture and value-added agricultural manufacturing until there is a resolution to address safely and legally bringing immigrant labor into the County for seasonal work. While many issues related to the migrant workforce are impacted by national policy that local and County governments generally play a limited role in, local officials and policy can nevertheless impact decisions on the part of migrant workers to travel to and from work in Benzie County.

Factors like local zoning can help provide basic supports for the migrant workforce by encouraging and accommodating housing needs for the seasonal workforce – an issue that is identified by both employers and workers as a particular challenge in the summer months. Other issues encountered by seasonal or transient workers include the need for additional transportation options, particularly as some workers may not be able to obtain drivers' licenses. Enhancing transportation options, through transit and other commuting strategies, can also help to create a more supportive environment for workers.

As immigration-related policy continues to generate debate at the national level, stakeholders and communities can work to build awareness of the needs and impacts of immigration reform on the local agricultural economy in order to ensure a broader

understanding of workforce needs and obstacles. A regional example of this type of effort is found just to the north of Benzie County, where the Leelanau County League of Women Voters developed an in-depth report detailing the needs and issues associated with migrant labor in Leelanau County. The 2015 Report on Agricultural Migrant/Seasonal Workers in Leelanau County engaged multiple partners, from the school systems, law enforcement, service providers, farmers, and migrants themselves, in order to identify the factors impacting migrant workers' decisions to travel to and from work in Leelanau County.

Food Access & Insecurity

Despite the region's strong and diverse agricultural economy, many residents throughout the region struggle to access or afford healthy food, which can have major impacts on health, resulting in obesity, diabetes, and related health concerns. Many lower-income households with tight budgets have little choice but to purchase processed and pre-packaged foods. While more affordable, these foods typically come with higher calories, sodium, and sugar counts. In addition, community input indicates that many families, particularly those living in generational poverty, may lack the knowledge of how to prepare fresh foods.

Many individuals throughout Benzie County simply lack the resources to afford enough food: the hunger-relief organization Feeding America reports that in 2022, about 2,540 County residents (14.1%) are considered food insecure. A variety of programs are available for these households, including food pantries and/or emergency meal sites, the Bridge Card Program (SNAP), WIC Program, and the Free and

Food Insecurity

Food insecurity is defined by the USDA as a lack of access, at times, to enough food for an active, healthy life for all household members and limited or uncertain availability of nutritionally adequate foods. Food insecure households are not necessarily food insecure all the time. Rather, food insecurity may reflect a household's need to make trade-offs between important basic needs, such as housing or medical bills, and purchasing nutritionally adequate foods.

Reduced School Meal Program. However, about 40% of food-insecure individuals in Benzie County are not eligible for SNAP or other nutrition programs.

A 2014 study, entitled *Food Security in the Michigan Counties of Antrim, Benzie, Grand Traverse, Kalkaska, and Leelanau*, conducted by the Benzie County Rotary Club, identified specific issues faced by food-insecure households in Antrim, Benzie, Grand Traverse, Kalkaska, and Leelanau counties.

The report found that 63% of Benzie County residents visiting food pantries were considered "food insecure," and 36% of Benzie residents visiting food pantries were considered to live in "very low food secure" households – meaning that the eating patterns of one or more household members were disrupted and their food intake reduced, at least sometime during the year, because they could not

Opportunities: Food Access

What can the County do?

- Support efforts to improve and expand farm-to-school purchasing programs to include County Council on Aging, day cares, hospitals, senior housing, and other institutions

What can local governments do?

- Consider allowing form-based or mixed-use zoning approaches to ensure easy residential access to food retail

Food & Farming Resources

Benzie Area Christian Neighbors
www.benziebacn.org

Food Innovation Districts Guidebook
www.networksnorthwest.org/food-innovation-districts

County Health Rankings and Roadmaps
<https://www.countyhealthrankings.org/health-data/michigan>

afford enough food. 67% of clients live in very low income households, and 48% live on fixed incomes – that is, they are not a part of the workforce due to age, disability, or other reasons. The report indicated that food security is connected to multiple community issues, including insufficient wages, housing costs, lack of community knowledge of food pantries and emergency meal sites in the area, limited pantry hours, limited quantity of food available to clients each month at some pantries, lack of transportation, transportation costs, and pride.

Access to fresh local food for food insecure households can be problematic. Few food pantries always have fresh fruits and vegetables for clients; about a third provide fresh produce in season throughout the year. When fresh produce is offered at food pantries, access to it depends on the time of day as well as the day of the week clients are able to visit a pantry: visits to pantries shortly after opening for the day gave them access to a much larger selection of food, and making a visit that coincided with a Food Rescue delivery also gave them greater access to fresh foods. In respect to purchasing fresh produce, two-thirds indicated that they rarely or never purchase produce from a farmers market or produce stand, due higher costs and a lack of transportation/cost of gasoline. While the Double Up Food Bucks program can offset some costs, awareness of the DUFB program is limited among food pantry clients.

Limited access to fresh, affordable foods and tight budgets leave many individuals little choice but to purchase processed and pre-packaged foods. While more affordable, these foods typically come with higher calories, sodium, and sugar counts that contribute to obesity. Obesity has been identified as a

top health risk by County and regional stakeholders, in community health assessments conducted throughout the region. About 34% of adults in Benzie County are obese (as defined by an individual body mass index, or BMI, greater than 30), compared to a rate of 35% in the State of Michigan and 34% in the United States. Obesity contributes to increased costs associated with chronic diseases, including diabetes. The prevalence of adult diabetes in Benzie County (8%) is lower than the state level (9%) and the national level (10%). (Data source: <https://www.countyhealthrankings.org/>)

The County can support efforts to connect local farms and other food providers to food-insecure households through programs like Meals on Wheels or farm-to-school purchasing programs. Local governments can improve access to food outlets by ensuring that food retail outlets are allowed in or near residential areas.



Part 3:

Implementation & Future Land Use

This page intentionally left blank

Coordination, Cooperation, and Engagement

Work closely and collaboratively with local governments, stakeholder groups, and the public to implement shared goals and objectives

Benzie County is Michigan's smallest county, in terms of its geography, and its 65th out of 83 counties in terms of population – yet, its 316 square miles are home to twelve townships, a city, six villages, and a county government – 20 units of government all told, each of which makes decisions on land use, community services, and public policy. On top of those decision-making authorities, the County contains significant amounts of land that is owned and managed by the National Park Service and the Michigan Department of Natural Resources. At the same time, many nonprofits operate in the County, providing services and programs that are outside the mission, budget, or capacity of local or County governments.

The number of potential partners at the table working to improve Benzie County's future offers important benefits. Local governments offer the advantage of local leadership that is close to the ground: township boards, village councils, and planning commissions are made up of citizens that are closely involved and invested in local issues.

Yet the multitude of governments presents challenges in other ways. Some services are duplicative, resulting in expenditures of dollars that might be saved through a more efficient delivery system. The many



governmental entities cause confusion amongst developers and businesses looking to locate in the County: there are often a multiple of ordinances and permitting processes to work through, and little staff or financial capacity to offer close direction or guidance on investment or development decisions. And perhaps most importantly from a planning perspective, many issues that impact the County's quality of life – such as environmental protection, the need for new business and industry, and housing shortages – are not confined to one locality; decisions about these issues in one jurisdiction inevitably impact others.

The 2000 Benzie County Master Plan emphasized the need for cooperation as a means to address these challenges, and implementation activities identified the County-administered zoning ordinance as the locus of planning coordination and intergovernmental cooperation in Benzie County. But, since the Plan was adopted in 2000, the County has repealed its zoning ordinance, and local governments have taken on administration of planning and zoning services at the local level. These changes have dramatically altered the context in which the implementation of both the 2000 and the 2016 Master Plans can or will occur. At the same time, they increase the need for cooperation: with more ordinances on the books,

Opportunities: Coordinated Planning

What can the County do?

- Consider re-constituting the County Planning Commission to:
 - Prioritize local planning commission representation
 - Review local master plans and zoning ordinances for consistency with a future County Master Plan (to be completed and adopted following the requirements of the MPEA) and other local plans
 - Invite local units of government and/or neighboring counties to participate in County planning initiatives

What can local governments do?

- Provide notification of local planning processes, and draft plans, to neighboring jurisdictions
- Review master plans and zoning ordinances of neighboring jurisdictions prior to or during the development of local plans and ordinances
- Invite neighboring jurisdictions, the County Planning Commission, or other units of government to participate in local planning efforts

those ordinances and policies must be consistent, or at least coordinated, across local government boundaries in order to be most effective. Without recognizing the impacts of local ordinances or plans on neighboring communities, local zoning can undermine efforts in neighboring communities – or can itself be rendered ineffective.

While the planning and zoning tools available to it have changed, 2016 public and stakeholder input showed that the County Planning Commission remained an important player in the collaborative implementation of County-wide goals, with significant potential to act as a leader that can facilitate coordinated planning, regional economic development planning, intergovernmental cooperation, education, and community outreach and engagement.

Coordinated Planning

Community needs and resources like economic development, groundwater and surface water protection, natural features, infrastructure, transportation networks, and major developments can't effectively be managed in a small area, such as a village, city or township. Effectively addressing these and many other issues requires planning at a larger geographic scale – one that, in Benzie County, will inevitably cross local government boundaries.

The importance of intergovernmental cooperation was recognized in the Michigan Planning Enabling Act, Public Act 33, which provided some structure designed to “normalize” coordination between local governments. The statute requires each unit of government that's preparing a plan to notify all neighboring or adjacent cities, villages and townships

(and in the case of a county plan, adjacent counties) at the beginning of the planning process. They must also notify their regional planning commission and any utilities, railroads or government entities that register with them requesting such notification. All of these entities that receive notice of the planning process are also provided with a 63-day period in which they can review and comment on the draft plan later on, once a public hearing has been set for the plan.

The Planning Enabling Act takes another step in calling for coordination by requiring that any plans developed by cities, villages and townships must be reviewed by a county planning commission for “consistency” with a county master plan (that was completed and adopted in accordance with the requirements of the MPEA) and the plans of any other cities, villages and townships within or contiguous to the municipality preparing a plan. Townships are also statutorily required to submit a new zoning ordinance, or zoning amendment, to the county planning commission for review. Comments by the county planning commission are advisory, and local governments are not required to consider the county planning commission's comment; however, this review and comment plays a potentially valuable role in identifying inconsistencies between plans and zoning ordinances, and it puts county planning commissions in an important position for encouraging consistent planning and zoning across local boundaries. In fact, a county planning commission is the main planning body in Michigan with a statutory coordination role and specific planning and zoning review procedures; and the county master plan is the primary tool for use in that coordination, acting as a benchmark for the review of township, village, and city plans, along with township zoning ordinances.



Photo courtesy of Steve Stephens

It's important to recognize that, when the adopted county master plan is based around a shared consensus with a sense of ownership from local units of government and other stakeholders, these plan and zoning ordinance reviews can be a constructive and mutually beneficial process that results in increased awareness and knowledge amongst all county planning entities regarding local issues, needs, current planning initiatives, and best practices. And because the review is advisory, local governments still make their own decisions about how best to achieve the goal of consistent planning and zoning practices – meaning that, while the County Planning Commission can take a leadership role in coordinated planning, the responsibility and authority for coordinated land use and policy decisions ultimately lies with local governments.

The Planning Commission is a resource for local townships, villages, and cities in their planning and ordinance development. There are many opportunities to improve coordination outside of the minimum notification and review requirements contained in the Planning Enabling Act. One approach

County Review of Local Plans and Zoning Ordinances

The Michigan Planning Enabling Act requires that any plans developed by cities, villages and townships must be reviewed by the county planning commission (or, if there is no county planning commission, the county board of commissioners) for “consistency” with the county master plan and the plans of any other cities, villages and townships within or contiguous to the municipality preparing a plan. Townships are also statutorily required to submit a new zoning ordinance, or zoning amendment, to the county planning commission for review. County review of township, village, and city plans should ask whether the plan:

- Is consistent with adopted county plans
- Has received credible, favorable review and response from other governments reviewing the plan
- Avoids inconsistencies with each adjacent municipal plan
- Avoids inconsistencies with other governmental agency plans

County review of township zoning ordinances or zoning amendments should consider the following points:

- Are legal adoption procedures followed?
- State statute requires a zoning ordinance to be based on a plan. Is the zoning ordinance or amendment inconsistent with the adopted township land use plan?

- Is the ordinance or amendment inconsistent with the adopted county general plan and/or land use plan?
- Does the zoning ordinance or amendment create a conflict with the zoning or land use plans of an adjacent municipality ?

It's important to remember that comments generated by a county planning commission's review of local plans and ordinances are advisory in nature and a local government may or may not give consideration to those comments.

Opportunities: Intergovernmental Cooperation

What can the County do?

- Consider re-constituting the County Planning Commission to:
 - Convene local governments for discussion and collaboration on priority issues

What can local governments do?

- Share planning or zoning administration staff with neighboring units of government
- Participate in joint planning initiatives
- Participate in County-wide or regional planning discussions or initiatives

that local governments and the County can consider is to invite representatives from neighboring units of government or the County to actually *participate* in planning processes, either as part of a planning committee charged with the development of a plan, and/or in focus groups or other stakeholder events held during the plan development process. The County Planning Commission set an example for this approach in the 2017 Master Plan update. Invitations for local units of government to participate in the Master Plan Update Committee were distributed to all Benzie County, townships, villages, and the City of Frankfort; and local planning commissioners from throughout the County regularly participated in meetings, identifying issues, developing surveys, planning stakeholder events, reviewing data and drafts. The County also organized a local government stakeholder event that focused on the role of the County Planning Commission and how the County and local governments can better cooperate. The committee meetings and stakeholder events provided a regular venue for discussion and exploration of intergovernmental issues, leading to a better understanding of local and County planning roles as well as a County-wide consensus on moving forward with implementation of the updated Master Plan. If implemented at the local level, this participatory, intergovernmental approach to planning could be transformative in developing coordinated plans and ordinances.

Another approach that arose from a focus group held as part of the Master Plan 2017 update process with a potentially large impact on coordinated planning would be to ensure greater representation from local planning commissions on the County Planning Commission. While a maximum of 11 seats on the

County Planning Commission doesn't allow for all townships to be represented, the County Board might consider seeking Planning Commission representatives that fill seats dedicated to diverse community interests, such as agriculture, natural resources, and education; while *also* serving on and representing a local planning commission. Because local planning commissions are composed of individuals who represent locally-identified community interests, there may be opportunity to find County Planning Commission representatives who "wear two hats" in order to build a more "intergovernmental" Planning Commission. Such an approach would work within the requirements of the Michigan Planning Enabling Act and the County Planning Commission Ordinance to create an intergovernmental County Planning Commission that represents diverse community interests and geographies within the County. With representation from multiple local planning commissions, the County Planning Commission could serve as an important venue for building wider awareness of local planning practices, ultimately resulting in greater coordination and consistency between jurisdictions.

Intergovernmental Cooperation

Opportunities for coordinated planning go well beyond consistency between plans and zoning ordinances. Local government partnerships, formalized coordination efforts, shared staff, or even just regular dialogue between governments can result in cost-savings in some cases, while also providing more consistent approaches to issues like natural

resource protection and economic development.

The County can be a leader in intergovernmental cooperation through a wide variety of activities: the County Planning Commission can, and has, played an important role in convening local governments to discuss and collaborate on priority issues. For instance, the Annual Benzie County Summit offers a venue for an exchange of dialogue between communities about regional issues and common local concerns. Community discussions or focus groups, similar to those conducted through the Master Plan process, identify emerging issues and solutions. Local governments, too, have used regular events such as the Michigan Township Association chapter meetings to share concerns and best practices with other Benzie County jurisdictions.

Another approach to intergovernmental cooperation also addresses local staff capacity challenges: sharing a zoning administrator or planner may be particularly beneficial in respect to initiating a coordinated approach to planning and zoning. Sharing staff can lead to a mutual understanding of the regulations, policies, goals, and issues among neighboring communities, while also reducing local expenses and improving efficiency.

Joint master plans or zoning ordinances, meanwhile, which are enabled by state planning and zoning law, allow communities to take a step further in coordinating local policies and regulations. Benzie County governmental units have been state and regional leaders in this approach, with initiatives such as Lakes to Land, the Homestead-Inland Joint Planning Commission, the Colfax-Weldon-Thompsonville Joint Planning Commission, and the West Benzie Joint Planning Commission.

Education

Regular education and training for local units of government can result in more consistent, predictable, and well-informed decisions; and local officials that have up-to-date information on best practices are better prepared for new development.

Benzie County is fortunate to boast a committed leadership that is closely invested in local issues and participates regularly in education and training opportunities such as Citizen Planner. But, with 20 units of government and 200 elected and appointed local and County officials, turnover in leadership is frequent, and education is an ongoing need.

Elected and appointed leadership, as well as any paid or volunteer staff, should, and often do, attend regular training sessions on planning and zoning fundamentals, best practices, and emerging and innovative approaches to community development. For instance, the Citizen Planner courses offered by Michigan State University Extension provide up-to-date guidance for local government officials on their roles and responsibilities related to land use planning and decision making. Completion of the Citizen Planner course series leads to a certificate of completion from MSU Extension. A Master Citizen Planner credential indicates advanced skill development and serves as a benchmark for continuing education among local officials.

Local governments can encourage participation in Citizen Planner and other educational offerings by establishing training budgets for elected and appointed officials and staff. They can also formalize education as a priority by writing it into their bylaws as a requirement for all planning commissioners.

Opportunities: Education

What can the County do?

- Work with partners to coordinate and host educational opportunities or workshops
- Convene and coordinate joint meetings or collaborative working sessions on priority issues
- Participate in planning education opportunities such as Citizen Planner, regional workshops, and Benzie County events

What can local governments do?

- Participate in planning education opportunities such as MSU Extension Citizen Planner, regional workshops, and Benzie County events

Opportunities: Communication and Community Engagement

What can the County do?

- Convene and coordinate public events, charrettes, and forums on priority community issues
- Develop and maintain robust online presence
- Explore opportunities to participate in social media
- Develop and distribute questionnaires as needed, and publish/share results
- Provide regular information to citizens through websites, newsletters, town hall meetings, and other events

What can local governments do?

- Convene and coordinate public events, charrettes, and forums on priority community issues
- Explore opportunities to participate in social media
- Develop and maintain robust online presence
- Develop and distribute questionnaires as needed
- Provide regular information to citizens through websites, newsletters, town hall meetings, and other events

Intergovernmental cooperation and coordination can help to reduce obstacles to participating in education opportunities, such as the cost of education and the limited time available to volunteer boards. The County Planning Commission and local governments might consider coordinating or attending regular joint meetings, collaborative working sessions, or intergovernmental study sessions that include information and updates on community issues; or they may meet annually to review planning, zoning, economic and other benchmarks. There are many regional and County examples of this approach: the Leelanau County Planning Commission annually hosts a joint planning session for all planning commissioners and elected officials in the County, highlighting an issue identified as a high priority by the community. And the Benzie County Planning Commission itself has facilitated educational opportunities for local governments by working with partners to offer workshops on topics of local importance. Throughout the Master Plan process, stakeholder input events featured opportunities for local governments and others to learn about issues of greater than local concern, such as meeting management, local and county planning roles, Internet infrastructure, housing, and transportation.

Benzie County can also improve local government awareness of best practices and County-wide issues by working with partners to spearhead County-wide studies and plans that identify and address issues of greater than local concern. The Benzie County Economic Development Task Force is one example, as is the joint Manistee-Benzie County broadband assessment.

Communication & Community Engagement

Input from the public regarding development is critical in shaping Benzie County's future. Goals identified by the public help the community build a consensus for the future, enabling the public, private developers and investors, stakeholders, and decision-makers to work together toward a mutually-understood vision for growth and change. When developers know the public's preference for new growth and development, they're better able to design projects that meet the community's vision. And when local units of government have a clear picture of public preferences, they're better able to make decisions about policies and specific projects that encourage and result in the type of growth the community desires.

Some level of public communication and outreach is required by law. Local governments are required to abide by "transparency laws" including the Open Meetings Act and Freedom of Information Act; and most planning and zoning procedures require opportunities for the public to review and provide input at various stages within each process. However, effective communication with public can be challenging in rural areas: communities often lack robust or up-to-date websites, or may not provide regular opportunities for two-way communication. And, a lack of familiarity with the local decision-making process on the part of many members of the public makes it harder for them to be engaged. As a result, local governments may not understand the community's preferences for growth; and many residents are often unaware of or unfamiliar with

Implementing the Master Plan: Local and County Roles

The County Master Plan, and local plans, are implemented primarily by local and county legislative bodies and planning commissions. The responsibilities, makeup and procedures of planning commissions and elected officials vary from community to community.

Legislative Bodies: County Boards, Township Boards, Village Councils, and City Commissions

The local legislative body is elected by the public every 2-4 years to represent the community. These bodies— including boards, councils, or commissions—make the final decisions on zoning, and in some cases (but not all) they are the final authority on plan adoption. They also control, through appointments to the planning commission and oversight of staff, how local ordinances are administered. Their responsibilities include:

- Adopting plans and ordinances
- Setting the tax rates
- Authorizing expenditures and borrowing
- Hiring administrative staff
- Providing oversight of public facilities and infrastructure
- Appointing members to the planning commission and zoning board of appeals
- Other duties as necessary

Planning Commissions

The planning commission is an important advisory group that is appointed by the legislative body to develop plans. For communities with zoning authority, it also prepares and makes recommendations on zoning ordinances, zoning changes, special use or planned developments, and site plans. The planning commission can serve as the final authority on some of these matters - but only when authorized by the zoning ordinance.

Planning commissions are made up of 5-11 citizen volunteers that serve a 3 year term. Some members may have a land use background like engineering, architecture, or development, but this experience isn't required, and many planning commissioners don't have this background. In order for the commission to be fair and objective, planning

commissioners should represent diverse interests and backgrounds. Planning commissioners may be appointed based on their ability to represent different segments or interests of the community—such as schools, farming, or business. Depending on the capacities and activities of the community, a planning commission is generally expected to:

- Develop and maintain a master plan
- Make recommendations on approval of the plan, and in some cases adopt the plan
- Develop, upon direction from the governing body, capital improvement plans, recreation plans, and other community plans
- Develop a zoning ordinance and map (township, city, and village planning commissions)
- Make recommendations on changes to the zoning ordinance and map (County Planning Commission)
- Review rezoning applications, site plans, and planned unit development applications
- Review the community's property purchases and development projects

Please note that the roles listed here are those that are both authorized by the Planning Enabling Act and were applicable to Benzie County's former Planning Commission, as a unit of government without a zoning ordinance. For a complete list of statutory Planning Commission roles, please review the [Michigan Planning Enabling Act](#).

Opportunities: Community Partnerships

What can the County do?

- Continue to explore and build relationships with non-profit and public agencies

What can local governments do?

- Continue to explore and build relationships with non-profit and public agencies

Cooperation, Coordination, & Engagement Resources

Michigan State University Extension
<https://www.canr.msu.edu/outreach/>

Networks Northwest
www.networksnorthwest.org

Alliance for Economic Success
www.allianceforeconomicsuccess.com



planning initiatives, projects, or opportunities for input. Public engagement thus often doesn't occur until a controversial development proposal comes forward, when residents get involved in efforts to influence the decision—even though the regulations governing the approval of the project were approved long ago.

To better engage the public in development decisions, County and local governments can provide more proactive, frequent, and interactive input opportunities that go beyond basic public hearing requirements through focus groups, public discussions, or other forums:

- Technology enables some nontraditional forms of public for residents and other stakeholders: social media and other online engagement forums offer convenient opportunities for the public to contribute their ideas without attending meetings.
- Design charrettes help communities identify a vision for design for the community as a whole or

for targeted areas or projects.

- Town hall meetings can provide question-and-answer opportunities on particular projects or community initiatives, while focus groups can help solicit input from targeted stakeholder groups on particular issues.
- Newsletters and community websites can keep the public informed about projects or planning initiatives.
- Questionnaires, either in print or online, offer the chance to get detailed feedback on important issues from residents who aren't able to attend meetings.

If reinstated, the County Planning Commission can be a model for, and help coordinate, these efforts. As part of the Master Plan process, stakeholder events, focus groups, and presentations offered multiple opportunities for input, feedback, and discussion. Surveys were distributed online and in print with multiple distribution points, resulting in hundreds of

responses that provided detailed insight into County planning issues. Focus groups and presentations, meanwhile, offered stakeholders the opportunity to ask questions and give input in a discussion forum. Local governments, too, have successfully engaged the public in many local initiatives. The Lakes to Land planning initiative, along with individual and joint master plan processes, have held multiple visioning sessions over the last several years to identify local concerns and solutions.

Community Partnerships

Because of the many partners at the table in Benzie County planning issues, coordinated and cooperative planning must consider opportunities to engage non-governmental partners. What's more, while some of the Master Plan's objectives may be addressed through local and County policies, ordinances, or other regulations, many of its goals and objectives will actually require participation from these non-governmental partners. Partnerships with natural resource organizations, schools, nonprofits, regional agencies, and other levels of government broaden the scope of available grant dollars and other revenue, encourage citizen engagement in community activities, and enhance staff capacities and efficiencies.

Benzie County and its local governments have long and successful histories of working in partnership with community organizations and public agencies on a wide variety of initiatives. For instance, when Benzie County sought to expand the Railroad Point Natural Area with grants from the Michigan Natural Resources Trust Fund, the County worked with the Grand Traverse Regional Land Conservancy to raise matching funds, manage the acquisition/property purchase, and

develop management plans and guidelines for the Natural Area. The Grand Traverse Regional Land Conservancy and Michigan Natural Resources Trust Fund were also important partners at the local level, working with the Village of Elberta to support the purchase and management of Elberta Dunes South Natural Area. Other collaborative initiatives include invasive species removal, the current effort to develop a Betsie River Water Trail, and the ongoing management of the Betsie Valley Trail.

With limited resources and staff capacity on the part of both County and local governments, these community partnerships will be critical in moving forward with plan implementation. Possible partners to consider in implementation activities and coordinated planning may include, but are not limited to:

- Grand Traverse, Leelanau, Manistee, and Wexford Counties
- City, village, and township governments in and adjacent to Benzie County
- Local service groups
- Student groups
- Alliance for Economic Success
- Networks Northwest
- Michigan Department of Natural Resources
- Michigan State Housing Development Authority
- Michigan Department of Transportation
- Michigan Economic Development Corporation

Opportunities: Regional Economic Development

What can the County do?

- Connect businesses, developers, and other stakeholders with regional resources such as Venture North, Alliance for Economic Success, and Networks Northwest
- Participate in regional economic development initiatives, such as the Comprehensive Economic Development Strategy and Regional Prosperity Initiative

What can local governments do?

- Connect businesses, developers, and other stakeholders with County and regional resources
- Participate in regional economic development initiatives, such as the Comprehensive Economic Development Strategy and Regional Prosperity Initiative

Regional Economic Development Planning

Economic development necessarily crosses local government boundaries and requires a larger lens than many traditional planning activities: jobs and workers both originate in labor market areas that extend beyond local and even multiple county boundaries. To be truly effective, coordinated planning for economic development needs to address workforce training needs, housing, and new industrial sites in the entire labor market area – not just a single city or township. Economic development strategies that are aligned across government boundaries can therefore help communities attract and support new investment, facilitate business operation, and create a more competitive regional economy with advantages such as:

- A wider network of compatible businesses
- A greater array of services available to a larger market
- Traffic patterns that capitalize on the contributions of multiple communities, while retaining a greater number of dollars within the region
- Shared government resources to prevent overlapping or duplicative services
- Consolidation of high-cost services

Economic development strategies also allow communities to seek funding, partnerships, and other supports for implementation of projects: because of

the limited resources of many units of government, implementation of these economic development activities often requires funding support or incentives from regional, state, or economic development partners.

Comments received from businesses and other stakeholders in the Master Plan process emphasized the need for better coordination and support for economic development in Benzie County, with the County's potential role being paramount. Benzie County and its Planning Commission are in an important position, able to leverage partnerships with agencies like the Alliance for Economic Success, Venture North, Networks Northwest, and USDA to provide services for businesses and communities. With support from these and other partner agencies, Benzie County can act as a liaison for economic development, connecting communities to funders and implementing organizations. For instance, the County and its regional partners are exploring opportunities to improve high-speed Internet access in Benzie County and neighboring Manistee County. The County is also taking the lead on convening discussions with funders, community leaders, and other partners on infrastructure development in key communities, in order to identify needs, potential solutions, and funding sources.

Plan Updates

The Michigan Planning Enabling Act requires that all plans be reviewed, and updated if necessary, every 5 years. While comprehensive updates may not occur as often as every 5 years, regular review of the plan and its objectives will be important to ensure that the plan and related ordinances are effective, whether the

goals and objectives are being addressed, whether the plan's policies are still relevant and appropriate, and which objectives remain to be addressed.

During the plan review, several objectives should be identified and prioritized as an implementation schedule, in order to help focus the Planning Commission's activity throughout the year.

The County's Recreation Plan should be reviewed and updated every five years, to ensure that goals are relevant and objectives are being addressed.

Future Land Use

Implementation of the Benzie County Master Plan requires concerted efforts at collaboration at all levels of government. But, many of the decisions specifically related to land use and development are made at the local level, by township, city, and village planning commissions and elected boards.

A future land use map can help guide these decisions. Each community with a local master plan and zoning ordinance also develops its own future land use map, which serves as a foundation for a zoning ordinance and map. Based on findings and preferences outlined in the community's master plan, a future land use map makes recommendations about how development should occur in different parts of the community. It doesn't have legal authority for land use decisions, but it does help to inform decisions about zoning maps, zoning districts, and rezonings.

Because Benzie County does not administer zoning, the County Future Land Use Map has a different role. It is meant to be a resource that local governments look to when creating their own future land use maps, and the benchmark used to encourage greater coordination across government boundaries. To that end, the Benzie County Master Plan includes a Composite Future Land Use Map that is intended to knit the multiple policies of the County's 20



Photo courtesy of Susan Zenker

jurisdictions into a cohesive “whole” in order to enable greater coordination.

Existing Land Use Maps, Future Land Use, & Zoning Maps

To better understand how future land use maps are used, it's important to consider them in the context of other important local land use maps—existing land use maps, and zoning maps.

Future land use maps are often based in part on existing land use maps, which show how land in a community is currently used and developed, regardless of the current zoning or future land use map designation. Existing land use maps are illustrations of what's happening “on the ground.”

The future land use map, on the other hand, represents preferences for how land should be developed in the future. A future land use map is a community's visual guide to future planning. It brings together the different elements of the Master Plan, such as natural resources, economic development, housing and transportation. It is a map of what the

Future Land Use Maps vs. Zoning Maps

	EXISTING LAND USE MAP	FUTURE LAND USE MAP	ZONING MAP
Where is it found?	Existing land use maps and related analyses are typically found in local or county master plans.	A community’s future land use map is a part of the master plan, which is a guide that is intended to shape local land use decisions. Plans make recommendations about the placement of public services like schools, roads, and sewer and water lines. When the community administers a zoning ordinance, master plans also serve as the foundation for zoning ordinance regulations.	The zoning map is part of the local zoning ordinance, which is a law that regulates land and buildings in a community. By defining allowable uses of land, establishing standards for development, and offering incentives for different development types or patterns, zoning offers a number of opportunities to achieve a plan’s objectives. Each local unit of government in Benzie County adopts and administers its own zoning ordinance. The County does not maintain or administer zoning, and as such does not develop a zoning map.
What does it do?	The existing land use map shows how land in a community is currently used and developed, regardless of the current zoning or future land use map designation—it is what you see happening on the property.	The future land use map shows the land use or development types planned for the community over the duration of the plan. During the planning process, the community considers its goals and objectives and reviews information such as the types and location of roads, sewer and water availability, and the proximity of services, in order to determine appropriate locations for different land uses. These land uses – like commercial and office space, industrial uses, agriculture, single family homes, and multi-family housing (apartments or townhomes) – are shown as recommended uses in certain areas.	A zoning map divides the community into zoning districts, and shows the legal boundaries for each district. Zoning districts regulate the types of uses, building and property dimensions, and other features for all properties in the district.
What authority does it have?	The existing land use map is a reference map only.	As a guide, the plan does not have the rule of law and cannot enforce where and how something is built.	A zoning ordinance is a locally-adopted law that governs development.

Most citizens favor a land use pattern that uses public investment efficiently and effectively, fosters a high quality of life, promotes economic health, limits conflicts between different land uses and protects resources important to the well-being of future generations....The pattern selected is a more compact and nodal pattern of growth. It was found to be the most sustainable, the one that best retains scenic beauty and recreation opportunities and the one that best protects natural resources....

- A nodal pattern is one where more intensive development occurs at key transportation intersections (such as at the junction of two state highways, or at a highway and freeway interchange, at airports or subway or train stations).
- A compact pattern is where new development occurs at similar density next to other existing centers of housing or commerce (usually in or adjacent to a city or village).

2000 Benzie County Master Plan

community wants to have happen; it is not a prediction, and, unlike zoning, it has no authority to determine what actually happens on a property. The future land use map is *not* a zoning map.

Each local unit of government prepares its own future land use map when developing a master plan, with consideration given to factors like:

- Existing land use patterns
- Land use change
- Preferences for new development
- Desired community character
- Environmental considerations
- Community needs
- Infrastructure and community services needs and capacity

It's important to distinguish both existing land use maps and future land use maps from zoning maps, which regulate the scale, placement, and other characteristics of development on a parcel-by-parcel basis. Zoning maps regulate properties within specific

zoning districts, which are based on the future land use map. When crafting zoning ordinances or zoning districts, planning commissions look to the future land use map to guide decisions about how properties and development should be regulated in different parts of the community.

Past and Present Future Land Use Maps

The 2000 Benzie County Master Plan included a county-wide Future Land Use Map. It was linked to principles and strategies based on a set of goals, objectives, and actions that were rooted in the vision expressed by citizens, local officials, and stakeholders that participated in the creation of the Master Plan. The Future Land Use Map was intended to act as a visual representation of that vision. The Master Plan also included a set of "policy maps" that outlined policies and actions that were necessary for achieving the vision-based future land use pattern. The vision for future land use, as depicted by the Future Land Use

Map in 2000, was as follows:

"The overall land use pattern proposed for 2020 is both compact and nodal. It concentrates the most intense residential, commercial, and industrial development within urban services districts. The area affected expands beyond where urban services are provided in 2000. the area that is public land is proposed to remain public in 2020 and continues to be primarily dedicated to recreation, open space, and forestry. Agriculture preservation areas focus on retaining orchards and farms as the primary land use. Rural residential areas are devoted to very low density residential use. Higher density residential development is found in or adjacent to existing villages, cities, established resort areas and around inland lakes."

As communities worked to develop master plans, future land use maps, and zoning ordinances after the County zoning ordinance was repealed in 2009, many

Opportunities: Future Land Use Patterns

What can the County do?

- Develop an updated analysis identifying land use change since 2000
- Use the County Composite Future Land Use Map to identify inconsistencies or compatibility between jurisdictions when reviewing local master plans or zoning ordinances

What can local governments do?

- Consider the County Composite Future Land Use map and future land use maps of neighboring jurisdictions when developing or updating master plans and zoning ordinances

of them looked to the County’s Future Land Use Map for guidance. They also conducted extensive analyses of existing conditions, desired community character, and the potential for new development. Review and analysis of local plans, along with public survey results, show that local goals for future land use are largely consistent with the County’s Future Land Use vision for 2020.

In recognition of the work of these local units of government, the 2016 Master Plan takes a “non-traditional” approach to future land use designations. It includes a County Composite Future Land Use Map that collectively illustrates both the County’s vision and local goals. It generalizes the future land use categories of the County Master Plan and each unit of government into broad categories that reflect the descriptions and intended uses of each local future land use map. Descriptions of the Composite Future Land Use Map are drawn from descriptions from both local plans and the 2000 County Master Plan and Future Land Use Map. The boundaries reflect those drawn at the local level for districts corresponding to the generalized districts included in the Composite Future Land Use Map.

The Composite Future Land Use Map is intended to:

- Enhance coordinated planning, by showing locally -developed and –adopted preferences for development in jurisdictions throughout the County
- Act as a “benchmark” for County review of local master plans, zoning ordinances, and rezoning requests
- Act as a reference, benchmark, and guidance for

local units of government

It’s important to emphasize that the Composite Future Land Use Map does not have the rule of law, does not dictate zoning, and does not bind local units of government to any County decisions. It is instead to be considered a “tool in the toolbox” for coordinated planning that helps local units of government and the County achieve the vision shared by communities throughout the County.

Following are descriptions of the generalized Future Land Use categories. When using the map or descriptions, it’s important to note that:

- Specific densities for development are not included in the descriptions, as the densities are intended to be a broad-brush guide for consideration at the local level.
- The district boundaries are not intended to be parcel-specific. Rather, they are approximate designations intended to give a general sense of intention and broad-brush guide to development.

Residential

Residential districts are intended to have moderate and high density in terms of houses per acre and lot size. Small seasonal and year-round houses, along with some higher-density and missing middle housing types, are found around villages, along shorelines, and fronting primary transportation corridors.

Communities anticipate and plan some additional residential development in these districts, with character consistent with existing neighborhoods.

Land use policy and development decisions should

COUNTY COMPOSITE FUTURE LAND USE MAP

Future Land Use Categories

- Agriculture/Rural Residential
- Residential
- Natural Areas
- Growth & Investment Centers
- Public
- Resort
- Industrial
- Commercial

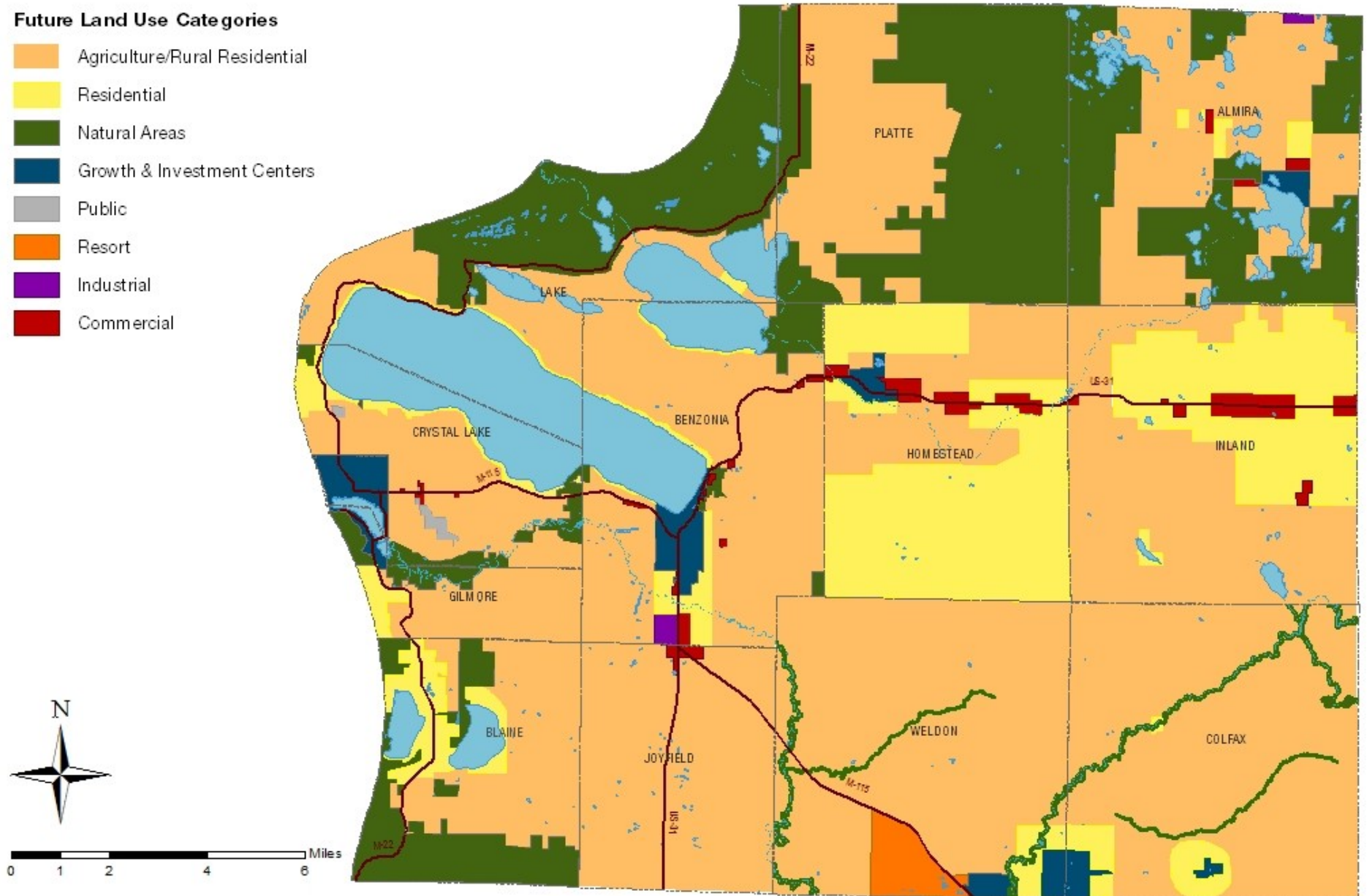




Photo courtesy of Susan Zenker

consider development techniques recommended in both County and local master plans. Development should reflect the existing and/or desired character of the area. Environmental protection measures, particularly when development occurs along lakes and streams, should be implemented in a manner consistent with County and local master plan recommendations. Well and septic siting and integrity are key issues in the development of lakefront or shoreline properties.

Careful consideration should be given to maintaining the scenic rural character, particularly in viewsheds and along highly-traveled transportation corridors, through techniques such as limiting access points to highways, screening for new development, and placing homes in the rear of the lots.

A variety of residential types should be encouraged, to occur consistent with the community's desired character, to ensure that all residents' housing needs are met in terms of home size, type, affordability, and accessibility. Both rentals and homeownership options should be available.

Agricultural/Rural Residential

The Agricultural and Rural Residential districts promote both agriculture and sensitively-designed and –located low-density residential development. These districts recognize the unique rural character of the County and encourage agricultural activities in order to preserve, enhance, and stabilize the land now used for farming, forestry, large-acreage residential, and other open space uses. Agricultural and Rural Residential Districts are also intended to preserve the County's rural character and scenic views.

Agriculture will continue to be a significant land use and activity in these areas. Areas devoted to Agricultural uses will continue to support farming activities, such as the production of crops, livestock and other goods, orchards, nurseries, farmsteads, value-added agricultural activities, fallow fields, and other activities closely associated with farming.

Some low-density residential development is anticipated and planned in these areas. Residential density and development decisions should be based

on principles that discourage farmland fragmentation, through techniques such as permanent farmland preservation easements, cluster development, and low-density development. Cluster development may be appropriate for some areas in allowing for residential development with large acreages left in protected agricultural or open space preserves. Other policies could include siting requirements for new residential development, open space requirements, and incentives for development that encourage and support agricultural activity.

Agricultural and residential uses must be balanced to ensure the economic viability of farmlands while minimizing potential conflicts with neighboring residential uses.

Natural Areas

Natural Areas include land owned by the State of Michigan, the Federal government/National Park Service, a local unit of government, or the Grand Traverse Regional Land Conservancy. The land is often used for natural resource conservation and recreation goals.

To preserve the integrity of the County's natural resources, areas surrounding Natural Areas should be considered for additional open space protection measures. Decisions around new development around Natural Areas should consider using techniques that discourage fragmentation of natural resources, such as clustering and conservation easements.

Growth & Investment Centers

Growth and Investment Centers are intended to provide for a mix of uses. This classification

encompasses village downtowns, residential neighborhoods, commercial, and industrial areas. In keeping with their historic development patterns, Growth and Investment Centers are intended to accommodate a mix of commercial, residential, and light industrial uses. Development in these areas will be compact and walkable, and will fit in with the historical and aesthetic character of the community. Reflecting the desired “nodal pattern” of development identified in the 2000 County Master Plan, Growth and Investment Centers are the desired location for more intense development types in the future.

These areas include areas designated as “urban services districts” in the 2000 County Master Plan, which were to be considered for extension of public sewer, water, stormwater, increased police and fire and other urban services through the year 2020. They surround the City of Frankfort and existing villages. Medium density residential development and nearly all commercial, industrial, and institutional development would occur within these areas to ensure that adequate public services are available. Except for public sewer installed around inland lakes to resolve or prevent water pollution programs, public water and sewer would not be extended beyond these areas within the time frame of this plan. Densities must be high enough to adequately support urban services at a level that is economically feasible to furnish them before urban services will be implemented. Each community will need to calculate the density needed to support the extension of services without unnecessarily increasing taxpayer burden. Existing infrastructure within these areas will be maintained, upgraded, and incrementally expanded before new infrastructure is built in undeveloped areas.

Industrial

Industrial areas are intended to provide for some industrial, commercial and entrepreneurial uses in a varied business environment. Uses might include light industrial manufacturing or assembling establishments, wholesale commercial businesses, machine shops, sawmills or wood products industries, transportation facilities, storage facilities, utility facilities and similar uses. Industrial operations should be subject to performance standards to minimize impacts on surrounding areas. Uses should be screened and buffered in order to be compatible with residential and other neighboring districts and uses. In the interest of locating homes near jobs and services, some housing and commercial activities compatible with an industrial setting are also intended to be accommodated in Industrial areas.

Commercial

Commercial areas include some existing areas of commercial development, primarily along highways. These areas are intended to provide for the continuation of existing uses and some additional, well-planned commercial activity that serves the needs and meets the goals of the community. Uses should be screened and buffered in order to be compatible with the character of adjacent districts. Particularly when located along key corridors, efforts should be made to site and design commercial buildings in a way that preserves and enhances the scenic character and viewsheds. In the interest of locating homes near jobs and services, some housing and commercial activities

compatible with a commercial setting are also intended to be accommodated in Commercial areas.

Resort

The Mixed Use Resort area is intended for areas in and immediately around Crystal Mountain Resort. This area will include a mix of high-density multi-family dwelling units, condominiums, single-family units on small lots and natural areas. This area will also include a mix of high-density service, commercial and retail uses. Any new development in this area will be serviced by existing private and/or public utilities.

This page intentionally left blank

Appendices

Appendix A: Public Input

2015 Survey Results

Issue Synopsis

Appendix B: Soils

Appendix C: Approval Documentation

Benzie County Planning Commission Meeting Minutes, January 19, 2017

Benzie County Planning Commission Resolution of Adoption, January 19, 2017

Appendix D: 2024 Updated Goals and Objectives; Addendums

August 31, 2015

Benzie County Master Plan Survey Results Summary and Report

As part of the 2015 Benzie County Master Plan update, the Benzie County Planning Commission and the Master Plan Committee developed and released an online survey in July 2015 in order to:

- Help the County determine where and how to focus future activities
- Help the County determine Master Plan goals related to community priorities
- Provide basic education to the public on the Master Plan update and related organizational issues, including the statutory role of the Planning Commission

The questionnaire was distributed via email by Committee members, Benzie County staff, Networks Northwest staff, County and local Planning Commission members, and others; hard copies of the survey were made available at the Benzie County Government Building and other locations throughout the County from July- August 18, 2015. Three hundred sixty-one (361) responses were received.

The following report summarizes survey responses by question “theme,” with some background information on each question, in order to aid in analysis. Complete survey results and comments are included as an appendix to this document.

Introductory Note: Using the Survey Results

When reviewing survey results, it’s important to note that the questionnaire is not a statistically valid survey. Results must be balanced with additional data sources and dialogues, including committee discussion, focus groups, other forms of public input, and research and analysis. Further, survey responses are only one factor to consider when engaging in discussion and making decisions about Master Plan content and goals, and as such should be evaluated in the perspective of the planning process as a whole: as a single dataset created at the beginning of the process, survey results will help to point the way towards additional research, input opportunities, and discussion throughout the process.

Also, please note that while survey results are not statistically valid, they do represent an important and detailed source of information relative to the priorities and concerns of Benzie County residents from each community in the County, including both full-time and seasonal residents, and representing ages 18 and up. Dozens of comments provided in each question reflect strong interest and a variety of opinions on specific issues, including wind towers, County planning roles, agricultural practices and preservation, and housing choices. Yet, despite the geographic diversity and wide-ranging perspectives represented by survey responses, the net results of the survey show a strong and broad consensus on priority issues and strategies designed to address them. The results also reflect a strong interest in County Planning Commission activities and in intergovernmental coordination and cooperation. These common priorities provide an important starting point for County-wide discussions on future goals, as well as County, local, and collaborative planning initiatives or activities.

Demographics

All Benzie County townships and villages were represented in the survey. Benzonia (54 respondents), Blaine Township (47), the City of Frankfort (39), and Joyfield Township (35) represented nearly half of all survey respondents. Participation from incorporated villages amounted to only 34 respondents.

18% of respondents were seasonal residents. 43% of Blaine Township respondents identified themselves as “seasonal” residents, reflecting the highest percentage of seasonal residents.

In terms of age, over half (55%) of survey respondents were aged 56 or older. About a third (32%) were between the ages of 35-54, 10% were 25-34 years of age, and 3% were 18-24 years old. No respondents were under the age of 18.

About two-thirds of survey participants are currently employed. Employed participants are nearly evenly divided between those who work in Benzie County (34%) and those who work outside of Benzie County (32%). 33% were retired and 4% answered that they are not currently employed.

Prioritizing Community Issues

The intent of Question #1 is to identify “important” or priority areas for further exploration and research as part of the Master Plan update. Respondents were asked to rank each option 1-5 (1 being most important, 5 being least important). The response options were selected based on analysis of the 2000 County Master Plan and local Master Plan goals and objectives. Each issue was identified as a County-wide priority, based on its presence as a **goal or objective** in both the County Master Plan and local master plans. Topics like alternative energy and mineral extraction were not included in the response options because they were not identified as specific goals in the County or local master plans.

#1: Please prioritize the following community-identified issues in order of their importance to you

335 respondents ranked answer responses as follows:

1. Preservation, protection, and enhancement of natural resources (4.79)
2. Preservation of scenic character (4.46)
3. Agriculture/agricultural economy (3.59)
4. Economic development (3.43)
5. Housing choices (2.84)
6. Transportation choices (1.90)

Strategy Questions

Questions #2-7 were designed to identify interest in potential strategies or opportunities to address priority issues as outlined in Question #1. Because there are many ways in which the County Planning Commission is statutorily enabled to participate in the priority issues identified in Question #1– i.e., by providing education, crafting model ordinances, facilitating grant applications, and coordinating public

dialogue - responses to these questions may be considered by the Planning Commission as they develop goals and objectives for each issue and as they work to identify how best to structure and prioritize future activities to meet community priorities.

#2: How important are the following strategies in addressing issues related to the preservation of scenic character?

321 participants responded to Question #2. Responses reflect a strong consensus on the importance of initiatives designed to preserve scenic character, which was identified as a top priority in Question #1. Nearly all respondents indicated that it was “somewhat” or “very” important to *preserve open space* (93%) or *provide for scenic view protections* (92%), while well over two-thirds of respondents expressed support for strategies that would *limit development on hilltops or ridgelines* (84%), *provide signage guidelines* (81%), or *reduce light pollution to preserve dark skies for stargazing* (80%).

44 respondents (14% of respondents) included written comments. Windmills (8), dark skies (5), signage (5), and tree or forest preservation (3) were the mostly frequently cited interests or concerns.

#3: How important are the following strategies in addressing issues related to natural resource protection

320 participants responded to Question #4. Reflecting the top priority ranking the issue was assigned in Question #1, there was support for natural resource protection strategies nearly across the board, with large majorities of respondents indicating that all strategies were important. Water quality appeared to be the highest priority relative to natural resource protection, with 97% of respondents indicating that *water quality planning and protections* were “somewhat” or “very” important. Respondents also indicated that it was “somewhat” or “very” important to *preserve and enhance shoreline areas* (94%), *limit development in sensitive natural areas* (93%), *improve stormwater management infrastructure and techniques* (93%), and *preserve open space through land purchases or easements* (88%).

28 respondents (9% of respondents) provided written comments. Water quality issues were the most frequently cited, followed by the economic impact of natural resources on the County.

#4: How important are the following strategies in addressing issues related to agriculture in Benzie County?

The 317 responses provided to Question #3 expressed a strong consensus around a variety of agricultural strategies. 93% of respondents indicated they feel it’s “somewhat” or “very” important to *build and support local or regional food economies* and to *preserve and protect farmland*. 91% felt it was important to *enhance the business environment for agriculture* and 88% agreed that *reducing conflicts between agriculture and residential uses* was important.

29 respondents (9% of respondents) provided written comments that reflect a variety of opinions on the agricultural economy. Farming practices (chemicals, pollution, etc) were cited several times, as were farm/residential conflicts and local food . Wind energy was also identified as a concern tied to agriculture.

#5: How important are the following strategies in addressing issues related to transportation?

318 people responded to Question #5. Reflecting the lower priority assigned to transportation in Question #1, support for transportation strategies was more divided in some cases than in other topic areas; however, support for *maintaining and improving existing roads* was near-universal, with 99% of respondents indicating that this strategy was “somewhat” or “very” important. Also identified as “somewhat” or “very” important were strategies to *improve or expand connections between trail systems and local amenities* (81%) and *improving or expanding non-motorized trails* (80%). A slight majority (51%) of respondents indicated that *improving or expanding motorized trails* was “not important,” reflecting the only strategy in the survey that did not receive a majority of positive responses.

41 comments (13% of respondents) reflected a strong interest in non-motorized trails (12 comments in support, 4 indicating that there are enough trails). Road maintenance, walkability/accessibility, and the importance of motorized trails were also cited by multiple respondents.

#6: How important are the following strategies in addressing issues related to housing?

Notable majorities of the 317 responses to Question #6 indicated that most housing strategies listed were “somewhat” or “very” important, though consensus was not as strong as in responses relative to other issue areas. Support was strongest for *addressing blighted or substandard housing stock* (86%), *preserving, maintaining, and improving existing housing stock* (85%), and *providing for more affordable housing opportunities* (80%). Majorities of respondents also expressed support for strategies relative to specific types of housing options – rentals, smaller homes, and multi-family housing – but support was somewhat more divided than in other survey questions. 62% indicated that it is important to *provide for multi-family housing types (apartments, townhouses, etc)*; 66% supported *providing for additional rentals*; 69% supported *providing for smaller homes*; and 72% supported *providing for additional single family housing in cities and villages*. Only 54% felt that it was important to provide for additional single family homes in rural areas or subdivisions.

49 respondents provided written comments (15%). Comments reflected a variety of positions, including opposition to government involvement in housing; difficulties in finding affordable housing, particularly for young people or families; locating development in existing villages or cities; and creating additional housing opportunities.

#7: How important are the following strategies in addressing issues related to economic development?

The 318 responses to Question #7 reflect strong interest in economic development initiatives, with all strategies receiving 81% positive responses or higher. 93% indicated that it's "somewhat" or "very" important to *provide for additional hi-tech/communications/Internet infrastructure*, while 92% would support efforts to *attract or retain a skilled workforce*. 88% of respondents answered that it's important to *improve community or public spaces to enhance quality of life*. Significant majorities also expressed support for strategies that would *provide for additional sewer and water infrastructure to support business development* (84%), *expand access to natural gas and electric* (83%), *market or promote Benzie County to workforce and businesses* (82%), and *engage in regional economic collaboration and planning* (81%).

41 respondents (13% of responses) provided written comments. Many comments reflected a strong interest in infrastructure (both sewer/water and hi-tech communications), while others addressed workforce issues, natural resources, and the importance of community character in economic development.

2000 Master Plan Goals

The response options in Question #8 reflect goals in the *existing (2000) Benzie County Master Plan, written exactly as they are in the 2000 Master Plan*. The intent of this question was to gauge whether the public continues to support the same general principles in 2015, or whether priorities have changed.

#8: The 2000 Benzie County Master Plan included the following primary goals for future growth and development. Please state whether you agree or disagree with each of the following goals.

The 318 responses to Question #8 generally affirmed 2000 Master Plan goals, with most respondents agreeing by large margins with most statements. Significant majorities of respondents agreed with the following goals:

- The vision in the Benzie County Master Plan must be achieved without violating protected property rights (85%)
- A strong effort should be made to achieve or continue intergovernmental cooperation within Benzie County (86%)
- The pristine natural environment of the County should be protected from degradation (90%)
- Natural resources should be protected from inappropriate use or conversion (91%)
- Scenic character should be preserved or enhanced wherever feasible in the County (92%)

Slightly smaller majorities agreed with the statement “An economy built on renewable natural resources is sustainable and should continue to be the principal economic base for the future,” while 69% agreed that “Future development should primarily take place in a compact development pattern.”

31 comments (10% of responses to Question #8) expanded on issues including natural resources, property rights, and future development patterns.

County Planning Commission Activities and Intergovernmental Cooperation

Questions #9 and #10 were designed to aid in prioritizing future County activities around each of the issues identified in the survey. When reviewing results for Questions #9 and #10, it’s important to note that an underlying assumption of the planning process as a whole is that the Planning Commission is statutorily enabled and required to engage in certain activities. Survey results will not dictate, nor are they intended to dictate, what the roles of the County Planning Commission might be. Rather, they are merely intended to help the County prioritize how they wish to use their limited resources to engage in future activities.

With that goal in mind, Question #9 is intended to: 1) to clarify to the public how the County Planning Commission might participate in issues identified in the survey, and 2) identify ways in which the public would like the County Planning Commission to participate. The question is based on the implicit understanding and knowledge that the County Planning Commission is **statutorily enabled** to engage in these roles already.

Question #10, meanwhile, highlights intergovernmental cooperation – a major focus of the 2000 Master Plan – as a means to implement various community initiatives. Additionally, the potential to facilitate intergovernmental cooperation or collaborative initiatives is one potentially important role for the County Planning Commission. Question #10 is intended to determine how the public prioritizes various intergovernmental cooperation opportunities in light of new organizational roles (i.e., the County no longer administers zoning) ; and, should the County Planning Commission wish to facilitate or assist with any intergovernmental initiatives, responses to Question #10 can help provide direction.

#9. Which of the following planning-related activities do you feel the County Planning Commission should prioritize in achieving the goals that the community has identified?

Strong majorities of the 318 responses to Question #9 supported the potential County Planning Commission activities. The strongest level of agreement was relative to planning and development of infrastructure, with 84% of respondents in agreement. 79% of respondents supported County Planning Commission involvement both in *convening local governments to discuss and collaborate on priority issues* and *participating in collaborative efforts with local governments and nonprofits (i.e. to conduct county-wide studies or plans, purchase land for*

open space preservation, etc). 77% agreed that the County Planning Commission should *encourage consistent planning and zoning across local boundaries*; 72% supported *regional economic collaboration and planning*; and 70% agreed that the County Planning Commission should *prioritize coordinating and hosting educational workshops on priority issues for local governments*.

30 comments (9% of responses) addressed collaboration, workshops and education, and local/county goals.

#10: Some issues have broad community impacts that extend beyond the boundaries of individual local units of government (townships, cities, and villages), and may be addressed by partnerships, coordinated planning, or other types of collaboration between governments. How important do you think the following examples of intergovernmental cooperation and collaboration are in meeting community goals?

Support for intergovernmental cooperation and collaboration was high, with significant majorities of the 318 responses to Question #19 answering that collaborative initiatives were “somewhat” or “very” important. 89% indicated that it’s important to *share village, city, township, county, and regional staff or resources*; 87% supported *participation in collaborative initiative around county-wide initiatives*; and 85% agreed that it’s important to *participate in joint planning and zoning initiatives*.

Of the 22 comments provided (7% of responses), most expanded on the support for collaboration expressed above.

Benzie County Master Plan: Priority Issues & Opportunities

From March 2015 through January 2016, Networks Northwest staff worked with the Benzie County Master Plan Committee to obtain input from the public and specific stakeholders on a variety of community issues. Activities included:

2014-2016	County Planning Commissioners and staff, local governments, transit, business, agriculture, hospital, and other community representatives met at multiple committee meetings to develop the survey, plan focus group meetings, and review survey results.
April 2015	All local plans were reviewed in the <i>2000 County Master Plan & Local Plan Synopsis</i> to identify priority community issues and local strategies.
Summer 2015	Committee members developed and distributed a community-wide survey in summer 2015. Over 300 responses were received.
September 2015	The <i>Local Government Focus Group & Discussion: County Planning Commission Roles, Responsibilities, and Coordination</i> focused on the history of Benzie County planning and zoning, statutory County roles, and county and local planning coordination.
November 2015	The <i>Economic Development Focus Group & Discussion</i> attracted over 40 business, local government, and other community representatives to discuss business challenges and needs and share thoughts on how the County or local governments can support business growth.
December 2015	The <i>Housing Focus Group & Discussion</i> provided information on housing needs and trends, solutions, and County and local government roles in housing strategies.
January 2016	The <i>Transportation Focus Group & Discussion</i> shared information on County transportation services, challenges, needs, and opportunities for solutions and partnerships.

Input and analysis from these activities is summarized below for the Planning Commission's/Committee's consideration regarding specific information, issues and opportunities to address in-depth in the Master Plan and strategies to explore around priority issues. Additionally, the information provided below is proposed to be used as follows in the development of Master Plan content and goals:

- For issues that attracted strong interest or support in surveys or discussion, but that were not substantially addressed in local master plans, the Master Plan will address potential local roles around the issue (i.e. zoning approaches), as well as potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops on priority issues for local governments
- Where priority issues are being addressed by local plans, ordinances, or other initiatives, existing local approaches will be identified and reviewed as best practices or case studies.
- Where issues require or allow direct county engagement or leadership, specific county actions will be identified as potential goals.

Housing

Like the Northwest Michigan region as a whole, Benzie County is experiencing changes in housing demand and shortages of a range of housing choices —particularly rentals—that are impacting businesses, schools, and community vitality. Small homes (under 1,000 square feet), rentals, or multi-family housing units consistent with single-family development—otherwise known as the “missing middle”—are all becoming more important in meeting the needs of the workforce, an aging population, small households, young professionals, and families. Without them, employers struggle to hire qualified new workers, including professional staff; and schools lose out on new students. Meanwhile, few developers region-wide have the experience or financing options needed to build these new housing types. Yet, housing needs as such were not addressed in the 2000 Master Plan, and there was little in-depth discussion of these issues in local plans.

- Affordable and workforce housing was identified as an important need in the November 2015 business focus group, and was also emphasized in the 2015 survey, with 80% of survey respondents noting that it is important to provide for more affordable housing opportunities. Comments and concerns expressed in focus groups, committee discussions, and survey results include:
 - Young people, professionals, and families struggle to find housing they can afford.
 - Many employers report shortages of housing for their seasonal workforce.
 - Seasonal residential development makes up the bulk of new housing construction; concerns exist that new “affordable” or “workforce” housing will be purchased, rented, or used for seasonal residents or visitors.
- Blighted and substandard housing stock are priority issues for survey respondents, as is the preservation and maintenance of existing housing stock.
- The 2015 survey showed support for strategies relative to various types of “missing middle” housing options, including rentals, smaller homes, and multi-family housing.
- Survey results showed general support for single-family housing development – depending on its location. More survey respondents (72%) expressed support for *providing for additional single family housing in cities and villages*, compared to those who felt that it was important to provide for additional single family homes in rural areas or subdivisions (54%).
- Focus group comments indicated that limited infrastructure is a primary barrier in developing higher-density housing in key areas.

Proposed Master Plan Content/Analysis

Issues and questions raised in surveys, focus groups, and committee discussions show a strong community interest in and need for housing, but the issue of housing is not substantially addressed in local master plans, and the County lacks a cohesive approach to the issue. As such, the Master Plan is proposed to:

- Identify housing needs and demands
- Recognize local zoning roles relative to housing type, density, etc
- Discuss potential county roles/tools (Land Bank Authority, brownfield incentives, etc)
- Reference ongoing/existing plans, studies, strategies, and initiatives
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops for local governments

Transportation

Transportation issues in the 2000 Master Plan were focused on road maintenance, road conditions, by-passes, and scenic highways. Local plans and survey responses supported the focus on road maintenance and road conditions, but other transportation issues, including transit, Complete Streets, and trails were also raised in local discussions and survey results.

- Complete Streets were identified by the County Planning Commission as a priority to address in the Master Plan update; and some local plans addressed Complete Streets.
- Local master plans, 2015 survey results, and a January 2016 focus group discussion show a consensus around road maintenance as a top transportation priority. Nearly all survey respondents supported the concept of *maintaining and improving existing roads*. Additionally, much of the January discussion focused on road maintenance issues, including:
 - The impact of poor road condition on vehicular and pedestrian safety
 - Road funding and legislative inaction around transportation improvements
 - The need for state/legislative funding solutions
- Non-motorized trails are an important county priority, addressed both in local plans and in survey results that showed support for improving or expand connections both between trail systems and local amenities (81%) and non-motorized trails in general (80%).
- Transit was not addressed in many local plans, but survey results showed support (73%) for enhanced transit options, and discussion identified a number of transit-related concerns and opportunities, including:
 - Improved connections to transit for employers/employees
 - Needs for more timely transit to work/better service hours
 - Assistance for seniors and other populations
 - Needs and opportunities for cross-county/regional transit service

Proposed Master Plan Content/Analysis

The nature of transportation infrastructure warrants County leadership in identifying and participating in solutions. In response to issues and questions raised in surveys, focus groups, and committee discussions, proposed content will:

- Introduce Complete Streets and identify local roles in creating them
- Review and summarize the County's transportation improvement plans and identify county road funding issues
- Identify barriers to use of transit and opportunities to enhance it
- Identify priority pedestrian improvements and trail connections/improvements/expansions
- Identify additional transportation opportunities/goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops on transportation issues for local governments

Economic Development

Economic development priorities in 2000 focused on growing existing businesses and ensuring adequate infrastructure for new business. Survey respondents, focus group participants, and local plans, however, emphasized new approaches to economic development that focus more on creating and supporting an entrepreneurial environment, attracting talent, and placemaking that capitalizes on the County's natural resources and unique community.

- Focus group and survey participants indicate that high-speed Internet is an important economic development priority for County residents and businesses.
- Benzie County and Northwest Michigan are currently experiencing a skilled labor shortage; and much of the discussion around economic development has focused on the need to develop, attract, and retain a skilled workforce. Business focus group comments around workforce issues include:
 - Challenges are particularly severe in finding and retaining seasonal workers.
 - Survey responses and focus group comments indicate that quality of life and place are important factors in attracting and retaining skilled workers, and that improvements to community or public spaces that enhance quality of life are important economic development strategies.
 - Housing shortages impact the ability of businesses to recruit and maintain a workforce.
- Infrastructure development is an important priority. Majorities of survey respondents expressed support for strategies that would provide for additional sewer and water infrastructure to support business development and expand access to natural gas and electric. Focus group comments also reflected a strong interest in infrastructure (both sewer/water and hi-tech communications), and concerns that a lack of sewer/water/natural gas infrastructure are barriers to business development.
- Surveys and focus groups indicated that the "quality of place" is an important factor in attracting and retaining business and workers.
- The business focus group emphasized the importance of governmental or regulatory roles in economic development. Concerns included:
 - Many local regulations are daunting, time-consuming, and limit new types of investment/development.
 - Taxes are burdens on business owners.
 - Inconsistent regulations force businesses or developers to "start from scratch" in every community.
 - A lack of economic development staff or capacity to act as liaison between potential investors/businesses and communities means that some new businesses lack the support needed to relocate or expand in Benzie County.
 - Rules should focus on what we "do want" vs what we "don't want."
- Local plans and focus group participants indicate that activities should focus on cottage industries and entrepreneurial activity– in contrast to economic development priorities in 2000, which focused on growing existing businesses and ensuring adequate infrastructure for new business.

Proposed Master Plan Content/Analysis

County leadership around economic development is important in ensuring a cohesive approach to business growth and economic development. To determine the most appropriate County and local roles around economic development, proposed Master Plan content will:

- Discuss county and local roles and opportunities around economic development and workforce development
- Identify opportunities for high-tech infrastructure/sewer/water/electric improvements
- Identify additional placemaking opportunities/goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action

- Participating in collaborative efforts with local governments and nonprofits
- Encouraging consistent planning and zoning across local boundaries
- Coordinating and hosting educational workshops on economic development for local governments

Food and Farming

Agriculture was a high priority in the 2000 County master Plan, with a focus in the 2000 Master Plan was on development pressure, ag/residential conflicts, and farmland preservation. However, but local plans now also emphasize the agricultural business environment, including a growing interest and demand for local food that is creating new business opportunities as farmers and food producers innovate and diversify, creating new job opportunities and expanding markets.

- Agriculture and the agricultural economy were ranked as the third-highest priority community issue in the 2015 survey. Survey responses expressed a strong consensus around a variety of agricultural strategies, with an emphasis on building and supporting local or regional food economies (93%) and enhancing the business environment for agriculture (91%). This strategy was also included in over half of local master plans.
- *Preserving and protecting farmland was an important priority both in the 2000 Master Plan and in the 2015 community survey.* Additionally, two-thirds (62%) of local plans addressed farmland preservation.
- Conflicts between ag land and residential development were a focus of the 2000 Master Plan; and 88% of survey respondents supported indicated that it is important to address those conflicts. However, only four local plans identified goals relating to agricultural/residential conflict.

Proposed Master Plan Approach

Benzie County is home to a number of strong local initiatives and comprehensive planning approaches to food and farming. Proposed Master Plan content will build on planning and implementation initiatives around the agricultural economy, and its connection to economic development, by providing information that will:

- Identify farming exports and agricultural assets (i.e. farmland)
- Discuss farmland preservation options and approaches
- Identify local initiatives around agricultural economy
- Identify additional food and farming opportunities/goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops for local governments

Intergovernmental Cooperation and Planning Roles

The 2000 Master Plan emphasized the importance of intergovernmental cooperation. Given changes to the County Planning Commission since 2000, intergovernmental cooperation and planning roles have grown in relevance. Focus groups and survey responses show strong support for coordinated intergovernmental initiatives and for various County Planning Commission roles around intergovernmental cooperation.

- Multiple communities have partnered together to develop coordinated master plans, and, in some cases, joint master plans: Colfax Township, Weldon Township, and the Village of Thompsonville have developed a joint master plan, as have Homestead and Inland Townships; Benzonia and Platte Townships have created the West Benzie Joint Planning Commission; and Joyfield, Gilmore, Blaine, and Crystal Lake Townships, together with the Village of Honor and communities in Manistee County, have worked together through the Lakes to Land initiative to develop a coordinated approach to planning, recreation, and zoning in their communities.
- Strong majorities of survey respondents supported potential County Planning Commission activities relative to:
 - Planning and development of infrastructure (84% support)
 - Convening local governments to discuss and collaborate on priority issues (79%)
 - Participating in collaborative efforts with local governments and nonprofits (i.e. to conduct county-wide studies or plans, purchase land for open space preservation, etc) (79%).
 - Encouraging consistent planning and zoning across local boundaries (77%)
 - Regional economic collaboration and planning (72%);
 - Coordinating and hosting educational workshops on priority issues for local governments (70%).
- Participants of the local government focus group/discussion emphasized the importance of trust, transparency, and working relationships between County and local governments, as well as interest in how the County can support local initiatives as a resource.
- Survey responses also supported collaborative initiatives including sharing village, city, township, county, and regional staff or resources (89%); participation in collaborative initiatives around county-wide issues (87%); and participation in joint planning and zoning initiatives (85%).
- Comments at the economic development focus group identified difficulties in working with multiple communities/ordinances, as well as support for approaches to permitting and zoning that are consistent or coordinated across local boundaries.

Proposed Master Plan Approach

A key focus of the Master Plan update process related to County planning roles and engagement in local planning issues. In response to issues and questions raised in surveys, focus groups, and committee discussions, proposed content will:

- Discuss county Planning Commission roles, statutory authority, and potential activities
- Identify various local models of intergovernmental cooperation as best practices/case studies
- Identify additional intergovernmental cooperation/coordination goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops on priority issues for local governments

Natural Resources

The preservation of natural resources was a high priority of the 2000 Master Plan, and remains a priority County-wide. Surveys and local plans emphasize the importance of Benzie County's natural resources to its economy and quality of life.

- The preservation, protection, and enhancement of natural resources was ranked as the highest priority community issue in the 2015 survey; and was addressed in 100% of local plans, with detailed goals and objectives around sensitive environments in 85% of plans.
- Water quality appeared to be the highest priority relative to natural resource protection in the 2015 survey. It was also included as a goal in 92% of local plans, and in many cases was addressed with extensive goals and objectives, including watershed management, stormwater considerations, and pollutants/erosion impacts, as well as issues that were not addressed in the 2000 Master Plan, such as shoreline considerations and greenbelts.
- Other important natural resources strategies identified by the survey include preserving and enhancing shoreline areas (94%), limiting development in sensitive natural areas (93%), improving stormwater management infrastructure and techniques (93%), and preserving open space through land purchases or easements (88%).
- Wind energy/wind towers are a natural resource issue that has been a charged topic of discussion within Benzie County. At the beginning of the update process, the Committee took the position that wind towers would not be a point of discussion in Master Plan input activities due to the fact that the County plays no role in approving or siting wind towers; and that any authority over wind towers lies with the State or with local zoning ordinances.
- Similarly, the Committee agreed that because authority over mining issues and mineral extraction – which were addressed in the 2000 County Master Plan – and other energy-related issues lies largely outside of the County, issues like mineral extraction would not be a point of discussion. Additionally, no local plans addressed these issues, likely due in part to limited extraction or mining activity in Benzie County in recent years and to limited local or County roles in these issues.
- Forestry was also highlighted as an issue in 2000; but fewer than half of local plans included forestry-specific goals and objectives, particularly in relation to the issues highlighted in 2000, such as fragmentation and forest diversity.

Proposed Master Plan Approach

Benzie County is home to a number of strong local initiatives and comprehensive planning approaches to natural resources. Proposed Master Plan content will build on planning and implementation initiatives around natural resources and:

- Discuss role of natural resources in economy and quality of life
- Identify primary natural resource assets and issues
- Identify local initiatives around natural resource preservation
- Identify opportunities to support or enhance local initiatives
- Identify additional natural resource opportunities/goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops on natural resource issues for local governments
- IF wind towers are included as a topic, content will ONLY address historical, factual information and current local approaches; while emphasizing that the County has no authority or jurisdiction over wind towers. The plan will NOT include recommendations relative to wind towers.

Placemaking

Placemaking refers to community improvement strategies and initiatives that result in vibrant, safe, and friendly places that are cherished by both residents and visitors. It builds on a community's unique assets – including its history, natural resources, or public spaces and buildings. It prioritizes the “livability” and vibrancy of a place, which depend on factors like walkability, social events, entertainment options, gathering spaces, and the unique character or sense of place created by historic buildings, natural resources, or scenic vistas.

- Placemaking and a placemaking inventory were identified by the County Planning Commission as priorities to include in the Master Plan update.
- Survey comments, committee discussion, and the November 2015 economic development discussion identified Benzie County's unique character as one of its most important assets, and also ranked placemaking as an important economic development strategy.
- In Benzie County, residents and stakeholders have expressed near-universal support for the preservation of scenic character in local plans, surveys, and the 2000 County plan; and components of scenic character, including open space preservation, design and signage guidelines, and hilltop and ridgeline development guidance were addressed in local plans and supported by survey respondents. Placemaking efforts are thus likely to focus in part on the preservation of scenic and rural character, via strategies identified by local plans and survey results.
- Survey results showed strong support for dark skies and dark sky provisions, which can be considered a component of the County's scenic or rural character; but only 6 local plans addressed them.
- A key component of placemaking involves a focus on appropriately-located development and designed development; and local 77% of plans specify that new residential development should be located in proximity to existing public services and facilities.

Proposed Master Plan Content/Analysis

The County Planning Commission identified placemaking as an important priority, which has been borne out by surveys, focus groups, and committee discussions; but “placemaking” is a nebulous term that is often poorly or only partially understood in the context of local needs or potential action. As such, the Master Plan is proposed to:

- Define “placemaking” and Benzie County's placemaking assets (natural resources, scenic views, arts/cultural facilities, recreation facilities, etc)
- Create a generalized placemaking inventory
- Identify local zoning roles relative to placemaking (design guidelines, dark sky provisions, etc)
- Identify local placemaking initiatives as best practices/case studies
- Identify additional placemaking opportunities/goals
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative placemaking efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops for local governments

Infrastructure

Business and industry need access to affordable, reliable, efficient infrastructure to produce and distribute goods and

services. Adequate access to roads, energy sources, sewer, municipal water, and other services that support the operations, expansion, and improvement of business must also be paired with technology-based infrastructure: telecommunications and high-speed internet are critical in today's business operations.

- Lack of sewer/water/natural gas/electric infrastructure were identified as barriers to business and housing development by focus group participants; and survey respondents expressed support for additional sewer and water infrastructure to support business development
- Lack of affordable high speed internet/broadband was an important issue for both survey respondents and focus group participants.

Proposed Master Plan Approach

County leadership is critical in infrastructure development or enhancement. As such, in response to issues and questions raised in surveys, focus groups, and committee discussions, proposed content will:

- Discuss role of infrastructure in economic development and quality of life
- Identify gaps in infrastructure
- Discuss potential County roles around infrastructure development or enhancement
- Identify specific County goals and actions for infrastructure
- Identify potential county opportunities to engage in activities including:
 - Convening local governments for collaborative action
 - Participating in collaborative efforts with local governments and nonprofits
 - Encouraging consistent planning and zoning across local boundaries
 - Coordinating and hosting educational workshops on infrastructure issues for local governments

The Benzie County Soil Associations Map

There are seven soil associations in Benzie County. Each soil association featured on the map is a landscape with a distinctive proportional pattern of soils. These associations normally consist of one or more major soils and at least one minor soil. Soils associations are somewhat general, thus individual soils should be verified and examined in the field to determine actual site conditions.

The following information on soil associations in Benzie County is by major soil group. Descriptions are based on the USDA Natural Resources Conservation Service's Official Soil Series Descriptions (OSDs). Additional soil data is available on the USDA NRCS website:

http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/class/data/?cid=nrcs142p2_053587

.

Deer Park-Upidsamments-Eastport

Deep Park Series – Very deep, excessively drained soils formed in sandy deposits on beach ridges, level plains, and stabilized sand dunes along the Great Lakes. Slopes range from nearly level to very steep.

Upidsamments is a taxonomic class of the *Deer Park Series*.

Eastport Series: Well to moderately well drained sandy soils. Slope is nearly level to gently sloping.

Iosco-Brevort-Gladwin

Iosco Series: Very deep, somewhat poorly drained soils formed in sandy lacustrine deposits or outwash and the underlying loamy lacustrine deposits or till. Slope ranges from nearly level to gently sloping.

Brevort Series: Very deep, poorly drained or very poorly drained soils formed in sandy materials underlain by loamy glacial or lacustrine deposits. Slope is nearly level.

Gladwin Series: Very deep, somewhat poorly drained soils formed in sandy glaciofluvial deposits. Slope ranges from nearly level to gently sloping.

Kalkaska-Leelanau-Emmet

Kalkaska Series: Very deep, somewhat excessively drained soils formed in sandy deposits. Slope ranges from nearly flat to steep topography (70%).

Leelanau Series: Very deep, well drained soils that formed in sandy and loamy deposits on moraines. Slope ranges from nearly flat to 50 percent.

Emmet Series: Very deep, well drained or moderately well drained soils formed in sandy loam till. Slope ranges from nearly flat to 50 percent.

Roscommon-Tawas-Au Gres

Roscommon Series: Very deep, poorly drained and very poorly drained soils formed in sandy deposits. Slope is nearly level (0-2%).

Tawas Series: Very deep, very poorly drained organic soils overlying sandy deposits. Slopes are typically nearly level, but may be gently sloping.

Au Gres Series: Very deep, somewhat poorly drained soils. Slope ranges from nearly level to gently sloping.

Rubicon-East Lake-Eastport association &

Rubicon Series: Very deep, excessively drained soils formed in sandy deposits. Slope is nearly level to steep (70%).

East Lake Series: Very deep, somewhat excessively drained soils that formed in sandy and gravelly outwash. Slope ranges from 0 to 50 percent.

Eastport Series: Well to moderately well drained sandy soils. Slope is nearly level to gently sloping.

Rubicon-Grayling- Croswel association

Rubicon Series: Very deep, excessively drained soils formed in sandy deposits. Slopes are nearly level to steep.

Grayling Series: Very deep, excessively drained soils formed in sandy glaciofluvial deposits. Slope ranges from 0 to 45 percent.

Croswell Series: Very deep, moderately well drained soils formed in sandy glaciofluvial deposits. Slope ranges from 0 to 12 percent.

Tawas-Roscommon-Cathro

Tawas Series: Very deep, very poorly drained organic soils overlying sandy deposits. Slopes are typically nearly level, but may be gently sloping.

Roscommon Series: Very deep, poorly drained and very poorly drained soils formed in sandy deposits. Slopes range from 0 to 2 percent.

Cathro Series: Very deep, very poorly drained organic soils formed in organic material overlying loamy glacial deposits. Slopes range from 0 to 2 percent.

BENZIE COUNTY PLANNING COMMISSION
448 Court Place
Beulah, Mi 49617
www.benzieco.net

Peg Minster -Chairperson

Lori Hill

Walter Roch von Rochsburg

Nena Bondarenko -Vice Chairperson

Coury Carland

Evan Warsecke

Susan Zenker -Secretary

REGULAR MEETING MINUTES
BENZIE COUNTY GOVERNMENT CENTER
January 19, 2017 6:30 PM

- I. **Open Meeting and Pledge of Allegiance at 7:30 p.m.**
- II. **Roll Call of Planning Commissioners: Minster, Zenker, Hill, Carland, Roch von Rochsburg, Warsecke. Bondarenko arrived at 7:36 p.m. Hill, Warsecke absent. Quorum present.**
- III. **Motion to approve Agenda as amended moved Zenker, seconded Roch von Rochsburg, all ayes, motion passed.**
- IV. **Motion to Approve Regular Meeting Minutes from December 8, 2016 moved Bondarenko, second Carland, all ayes, motion passed.**
- V. **Public Input – Items on the Agenda – None**
- VI. **Public Hearing: Benzie County Master Plan opened at 7:35 p.m.**
- VII. **Jim Evans** suggested page numbers on the bottom of the page. Sarah Lucas stated that correspondence received from **Patty O'Donnell, Grand Traverse Planning Commission and Greg Wright** from Crystal Lake Township (attached). Discussion of Grand Traverse Planning Commission's suggestions to preserve Great Lake Waters. Bondarenko acknowledged Greg Wright for his comments. Steve Stevens asked for clarification on first sentence in the letter from Patty O'Donnell.
- VIII. **Public Hearing closed at 7:47 p.m.**
- IX. **Organizational Items**
 - A. **Election of Chair - Zenker nominated Minster to continue as chair. All ayes.**
 - B. **Election of Vice-Chair – Roch von Rochsburg nominated Bondarenko for Vice-Chair. All ayes.**
 - C. **Election of Chair Pro-Tem – Not necessary**
 - D. **Election of Secretary – Roch von Rochsburg nominated Zenker. All ayes.**

2017 Meeting Schedule – Motion to schedule meetings at the second Thursday with a time change to 6:00 p.m. moved Bondarenko, second Carland, all ayes, motion passed.

X. New Business-

A. Benzie County Master Plan Resolution of Adoption (Attached)

Motion to approve the Resolution of Adoption for the Benzie County Master Plan moved Bondarenko, second Zenker. Roll call vote: Bondarenko-yes, Minster-yes, Roch von Rochsburg –yes, Carland – yes, Zenker – yes; motion passed.

B. Proposed Policy for Review of Master Plans and Zoning Ordinances (Attached) – Sarah Lucas presented the proposed policy for consideration by the Planning Commission. The policy is designed to clarify and expedite the review process and be consistent with surrounding counties. Roch von Rochsburg recommended changing Review Type Zoning Ordinance Major Map Amendment to “Greater than 20 acres within 1 mile of “township or county boundary.”

C. Motion to approve policy with changes, moved Carland, seconded Roch von Rochsburg, all ayes, motion passed.

XI. Unfinished Business

A. The BCPC Goals and Objectives update for 2017 – Lucas recommended a discussion to go over Master Plan and choose some high priority issue as goals and objectives for 2017. Intergovernmental communication and hydrology were suggested.

B. BCPC Statutory Timeline Update for 2017 – Minster stated that the Planning Commission usually starts looking at the Capital Improvements Plan in March followed by the Annual Report. Minster will send last year’s documents to Lucas.

C. Planning Commission Monthly Budget Report – The monthly Revenue and Expenditure Report for 1/31/2017 was included in the packets. The payment to Networks Northwest is still outstanding. There was a question about mileage costs.

D. EDC Report – Carland reported that Alliance For Economic Success gave an update on the projects they are working on in the county. Carland is hopeful that they will drill in on the recommendations of the Economic Development Task Force: value-added agriculture, workforce development and infrastructure.

~~**E.** Brownfield Authority Update~~

~~**F.** Benzie School Update Hill~~

- G.** Parks & Rec Commission Update Walter Roch von Rochsburg reported that the plan is going well and it is a road project.
- H.** Intergovernmental Communication/Coordination Update – Bondarenko referred to the recruitment letter to the townships regarding application to the Planning Commission and that the by-laws will need to be changed.

VIII. Presentation of Correspondence - None

- IX. Public Input** – Items On or Off the Agenda, within the Planning Commission’s Jurisdiction
- X. Steve Stevens-** Suggested that the Master Plan Adoption be added to the packet for next week’s meeting. A discussion followed. **Wright** thanked the Commission for their hard work.
- XI. Commissioner Comments – Zenker** thanked everyone. Bondarenko congratulated Zenker on her recent marriage.
- XII. Motion to Adjourn moved Bondarenko, seconded Carland, all ayes, motion passed. Meeting adjourned at 7:55 p.m.**

Draft

BENZIE COUNTY PLANNING COMMISSION

**RESOLUTION OF ADOPTION
BENZIE COUNTY MASTER PLAN**

Resolution Number: 01-2017

The following resolution was offered by Commissioner Bondarenko and seconded by Commissioner Zenker.

Whereas, Benzie County has a duly constituted Planning Commission whose responsibilities under the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended, include the preparation of a Master Plan to guide future land use development in the community; and,

Whereas, the County Planning Commission did issue its notice of intent to prepare a plan in accordance with Section 39, (2) of the Public Act 33; and,

Whereas, the County Planning Commission has appointed an advisory committee and worked with Networks Northwest to oversee a planning process that included public input and investigations and analysis of existing conditions; and,

Whereas, a draft plan was prepared and presented to the County Planning Commission in accordance with Section 41, (1) of Public Act 33, and the Benzie County Board of Commissioners at its October 11, 2017 regular meeting approved the distribution of the draft plan for review and comment pursuant to Section 41 (2) of said Act; and

Whereas, after expiration of a 63 day review and comment period, the Benzie County Planning Commission did give notice of a public hearing on the draft plan in accordance with Section 43, (1) of Public Act 33, with such public hearing being held on January 19, 2017; and

Now therefore be it resolved, that the contents of the draft plan, together with all the maps attached thereto and contained therein, and with such revisions as have been recorded in the minutes of this meeting, are hereby adopted by the County Planning Commission in accordance with Section 43, (2) of Public Act 33 by not less than 2/3 of its membership; and

Be it further resolved that the Benzie County Planning Commission adopts the Benzie County Master Plan

AYES: 5
NAYS: 0

I, Suzan Zenker, Secretary of the Benzie County Planning Commission, do hereby certify the foregoing to be a true and correct copy of a resolution that was adopted by the Benzie County Planning Commission at their regular meeting held on January 19, 2017

Appendix D

2024 Master Plan Addendum

Building on the Past, Looking Towards the Future

This Appendix encapsulates the Benzie County Board of Commissioners' (BOC) effort to review and update the 2017 Benzie County Master Plan. The Michigan Planning Enabling Act recommends that municipalities at least review their master plan every 5 years to ensure that goals are being met and that changes in the community are noted. Throughout 2024, the Benzie County BOC worked with planners from Networks Northwest to accomplish the following:

- Review goals from the 2017 plan
- Refine goals so that the County would have around 10 prioritized goals that list partners, specify a timeline and give a first step towards achievement
- Describe the County's use of American Rescue Plan Act (ARPA) dollars in the wake of the COVID-19 pandemic and their connection to public input
- Prioritize future project categories if other types of federal funding were to become available, both for sustainability and for current county needs
- Detail opportunities for the County to promote recreational and cultural sites that are found throughout Benzie

- Describe changes and provide an inventory of the county's various public safety entities
- Discuss the benefits of expanded infrastructure and improvements to existing infrastructure
- Identify opportunities to remediate age-related issues for the area's youth and those in their retirement years

Each of these topic areas can be found as "Sections" in this Addendum. Benzie County's BOC and Networks Northwest spent 6 work sessions discussing this update to the 2017 master plan. In addition to these meetings, the planning team also updated the data in the main plan body text to include 2020 U.S. Census data, as well as data from sources such as Business Analyst Online, the U.S. Agricultural Census, and many more. These data updates, as well as the discussions around the County's many challenges and opportunities led to a set of 10 goals that the County will seek to accomplish prior to another plan update.

As always, the focus of this plan and for the Benzie County Board is to ensure a high quality of life for residents in this picturesque community.

Section 1 - Goals & Objectives

Refining Opportunities into Actionable First Steps

The current 2017 Benzie County Master Plan has over 100 “opportunities” listed throughout the document. These are broad-based ideas pertaining to the different chapter categories (housing, for example) and are divided between opportunities for the County and others for the local units of government. While these listed opportunities are useful in identifying a range of potential projects, the Benzie County Board of Commissioners (BOC) found a need for more actionable and focused objectives to accomplish in the next 5-10 years.

For this reason, during the 2024 plan update, the BOC worked with Networks Northwest over a four meeting period to prioritize projects, identify stakeholders and provide timelines for achievement. This will allow the Board to focus their efforts on implementation and capacity building in the near term. The tables on the next two pages are organized by column to make each goal and objective more actionable. The first column contains a goal from the current 2017 plan. The second column lists stakeholder groups locally, regionally and statewide that would be helpful or necessary in accomplishing the goal. The third column gives a timeline for goal initiation and completion. Finally, the fourth column gives a first step that the BOC will need to take in order to begin working towards implementation. This table should be updated each year as first steps are accomplished and new objectives are identified.

Goal	Partners	Timeline	First Step
Offer incentives for participating in partnerships with housing stakeholders and developers through the County Land Bank Authority or Brownfield Redevelopment Authority.	Habitat for Humanity, Homestretch, Frankfort Area Community Land Trust, Housing North	2024 start, ongoing thereafter	Many of these entities already meet, with facilitation from Housing North. The Benzie BOC recognizes a need to formalize this group, its meetings and processes. The BOC will contact each of the partners listed in this goal to meet 2-4 times per calendar year.
Coordinate with local units of government and relevant stakeholders to identify options for enhancing or expanding infrastructure such as sewer, natural gas, water and broadband.	Local units of government, Benzie County Road Commission, DTE Energy, Consumers Energy, Cherryland Electric Co-Op Cherry Capital Communications	2025, ongoing thereafter	Benzie County will continue to lead a formalized collaboration for broadband expansion. The County will help local units to develop sewer and water expansions by acting as a resource in letters of support, advocacy and information requests. The County will lead efforts to expand natural gas.
Support waterway trail systems through infrastructure and programming developments.	DNR, Benzie Conservation District, Platte River Watershed Council, Betsie River Watershed Council, Crystal Lake Watershed Council, FLOW, LIAA, CISMA	By 2034	Convene stakeholders to identify a need for a coordinated water trail system on the Betsie River. Work with a consultant to develop a water trail plan that includes themed signage, site improvements, gaps in trail access, a water trail committee and funding opportunities.
Act as a resource for trail development and maintenance.	Friends of the Betsie Valley Trail, DNR, National Park Service, Benzie-Manistee Snowbirds	Ongoing	When needed, act as a fiduciary for grant proposals. If a Recreation Director is hired at the County, have this person regularly communicate with each stakeholder group to identify collaboration opportunities.
Support education and training as a best practice for good governance throughout the county.	Local units of government	By 2028, ongoing thereafter	Survey local unit boards and councils on gaps in expertise (e.g. zoning administration, FOIA, economic development, meeting procedures).

Goal	Partners	Timeline	First Step
Promote best practices for improving and maintaining high water quality.	DNR, Benzie Conservation District, Platte River Watershed Council, Betsie River Watershed Council, Crystal Lake Watershed Council, FLOW, CISMA, Health Department Area Lake Associations	Ongoing	Provide letters of support to partnering agencies related to initiatives that promote watershed best practices, land protection on critical sites, low-impact development and infrastructure improvements.
Increase use of Benzie’s recreation and cultural sites through coordinated efforts (see Section 3 of this addendum)	Local units of government, Friends of the Betsie Valley Trail, DNR, National Park Service, Benzie-Manistee Snowbirds	2025, ongoing thereafter	Hire a Recreation Director to coordinate stakeholders and implement some or all of the site promotion methods described in Section 3 of this addendum. The first initiative should be the development of an interactive portal containing site location and an inventory of features.
Develop an updated analysis of land use changes since 2000. This can help local units to plan their future land use based on trends at the county level.	Local units of government, Grand Traverse Regional Land Conservancy, Consultant	By 2030	Hire a consultant to analyze aerial imagery of development patterns since 2000. Also, analyze existing assessed land uses across the county for compatible and incompatible land use patterns.
Identify programs and services in Benzie County that could be shared between municipalities in order to reduce redundancies and increase cost savings.	Local units of government	2026, ongoing thereafter	Survey local units on gaps in their programs and services, including but not limited to: emergency services, policing, youth programming, infrastructure maintenance and recreation.
Consider options for shared zoning administration and permitting services for local jurisdictions.	Local units of government	By 2035	Survey local units on their ability to administer their zoning. Educate local leadership on collaborative permitting models: Joint Planning Commissions (Wexford), Single-County Zoning Ordinance (Emmet), Contracted Permitting Services (Manistee)

Reduce Redundancies, Save Money

Throughout the 2024 plan update, the BOC discussed the County's role various times. First, it was noted that the County's role is not to overstep local control of features like infrastructure, emergency services, land use and anything else that the local units are successfully accomplishing independent of the County. However, it was noted that the County could play a larger role in presenting the local units with chances to collaborate with one another and with Benzie, as well as to fill gaps in services not being met by the local units. For example, the County does not intend to outright fund or initiate infrastructure expansions within villages. But if a village sought assistance in acquiring a grant, the County would be willing to assist.

Additionally, the County does not currently have a planning commission or planning department. During the planning process, various collaborative planning models were discussed as options in the event that multiple jurisdictions are unable to hire a zoning administrator or fill a planning commission. In this instance, Benzie could help local units to form a Joint Planning Commission or take on contracted planning services similar to what Manistee County does. In each scenario, the sovereignty of the local jurisdictions is balanced with the County's ability to fill gaps where needed.

In addition to filling gaps, the County could also work to reduce redundancies in services to help local units save money. This is the ninth goal listed in the goals tables on the previous page. The local governments in Benzie County could save their taxpayers money by sharing services with their neighboring communities or with the County itself. In the coming years, Benzie will work with the local jurisdictions to understand what services they definitely want to sustain on their own and which ones would be better served through a collaborative approach. This is especially necessary for an aging community like Benzie, where filling planning commissions, hiring for paid positions and finding volunteers will likely become much more difficult in the future. Now more than ever, collaboration is an important ingredient for success in Benzie.

Section 2 - State & Federal Funding

Ensuring Resilience in Benzie County

Local units of government increasingly have to rely on state and federal funding to succeed in project implementation. There are various reasons for this phenomenon, though the fact remains: communities who are able to access grant dollars are better off than those who cannot.

From 1960 to 2022, federal funding for community and regional development expanded from \$0.1 billion to \$43.2 billion. Even accounting for inflation this is a nearly 14 times increase in spending for this category. In 2015, this allocation was at \$14.4 billion. Between 2000 to 2022, transportation funding from federal to state and local governments increased from \$32.2 billion to \$93.9 billion (*Analytical Perspectives, Budget of the US Government, FY2024*). There is ample funding for parks and recreation, transportation, infrastructure, community engagement, planning and economic development.

This section of the 2024 Benzie County Master Plan addendum describes three key components. First, the Benzie County Board of Commissioners prioritized vision-based initiatives to better the community over the next 5-20 years. These initiatives were divided into short versus long-term, as well as low versus high-impact. Second, the Board discussed the success of the survey issued to garner public preferences regarding the American Rescue Plan Act (ARPA) funds that became available in the wake of the 2019 COVID-19 pandemic. Therefore, this section highlights that survey and reiterates the importance of community engagement in the decision making process, especially regarding which funds to seek and where to spend them. Finally, this chapter lists other state and federal funds the County may seek in the coming years to accomplish many of the goals listed in Section 1 of this 2024 Addendum.

Ensuring Resilience in Benzie County

There were many lessons learned in the wake of the COVID-19 pandemic. Local communities were able to stress test the various factors contributing to their quality of life. Local officials were able to see what economic contributors remained strong during disruption, and which ones needed more planning and preparation. In response to the pandemic, the federal government initiated the \$1.9 trillion American Rescue Plan Act (ARPA). This included \$350 billion in funding to governments across the U.S. This specific funding allocation was \$3,450,837.00 to Benzie County. A few years removed from the peak of the pandemic, Benzie County officials found that additional planning would be helpful in case more federal funding were to become available during an unforeseen event such as COVID-19. Therefore, envisioned initiatives found in this section are categorized into Community Improvement actions and Community Resilience actions. The difference between the two is discussed further in this section.

Planning for Future Funding

Many communities across Michigan, for understandable reasons, were not expecting the COVID-19 pandemic nor the federal funding assistance that came along with it. Because of this, communities had to work quickly to decide how ARPA funds should be spent locally.

At the first meeting set aside for this Master Plan update, the Benzie County Board of Commissioners, with facilitation from Networks Northwest, discussed the prospect of future funding allocations. Specifically, the commissioners were asked to list as many broad-based local initiatives as possible that would promote Community Resilience and Community Improvement (see right for definitions).

The various initiatives brainstormed by the Board of Commissioners is broken into four additional categories. The purpose of doing so is to help the Board to prioritize projects if and when funding were to become available. These categories are Easier to Implement, More Difficult to Implement, Specific Impact and Broad Impact. The County would do well to implement projects that are Easier to Implement and have a Broad Impact on the county, followed by those that are Harder to Implement.

The easy to implement, broad impact quadrant's initiatives focused primarily on [emergency communications and response times](#), [health care](#), [education](#), [youth programming](#), [housing](#), [environmental protections](#) and [senior services](#). These are the first widely defined initiatives the County will direct funding if something similar to ARPA were to become available in the future. These are also areas the County may address in the near term, as many overlap with the goals and objectives listed in the previous section of this addendum.

Community Resilience

These are projects or programs that would help Benzie County to overcome unforeseen changes in the local economy, environment or day-to-day operations of local government and businesses. While the COVID-19 pandemic was a rare occurrence, it spurred a need to more diligently plan for the future.

Community Improvement

These are projects or programs that address current needs in the county. These may include infrastructure improvements, increased economic opportunities and solutions to gaps in the social well-being of the community.

Ease of Implementation

During the facilitation, commissioners were asked to separate their proposed projects into those that are “easier to implement” and those that are “more difficult to implement”. A clear definition was not provided. This category is based on the commissioners’ perception of how challenging certain deliverables would be to implement.

Degree of Impact

Similar to ease of implementation, the degree of impact categorization are based on commissioners’ subjective viewpoints. The facilitator asked the commissioners to decide whether each project or program would have a broad or specific impact on the social, economic or environmental well-being of the county.

You will notice that in the table on the next page the same initiative may be listed in different quadrants. Commissioners worked in pairs to list initiatives, their ease of implementation and the potential impact. When the same project is listed more than once, this indicates that more discussion on its prioritization should occur if and when more funding becomes available.

Specific Impact

Broad Impact

Easier to Implement

Community Resilience

Create programs, policies and infrastructure that improves water quality
Improve road quality
Ensure that education is not interrupted by hazards (e.g. pandemic)
Provide access to nutritional meals community-wide

Community Improvement

Maintain the structural integrity of bridges

Community Resilience

Monitor and eradicate environmental concerns (e.g. invasive species)
Improve emergency response times
Make public safety improvements
Build broadband connections and digital equity to more areas in the County
Improve communication and transparency between public officials and the public
Increase access to health care
Ensure that hazard responsiveness is well-prepared
Expand communication networks, especially for use during emergencies
Provide quality educational opportunities for all ages

Community Improvement

Increase the presence of youth services
Continuing education for adults
Be responsive to local economics to ensure stability
Protect natural resources
Provide/support affordable housing development
Invest in educational opportunities for all ages
Generate a comprehensive inventory and provide easy access to public lands and water bodies
Support year-round youth activity opportunities
Continue to support programs for senior citizens

More Difficult to Implement

Community Resilience

Create revolving loan funds to support local businesses
Manage and plan resources for a hazard response (food, shelter, etc.)
Provide revolving loan funds to local businesses
Keep businesses open to the extent possible during prolonged emergencies
Designate a space for emergency shelter during an emergency
Ensure that the community has backup communications systems during an emergency

Community Improvement

Provide a business incubator space
Inventory and communicate the full list of senior services in the community
Provide affordable and accessible childcare

Community Resilience

Create a support mechanism for small businesses and the agricultural industry
Increase presence of mental health services
Develop regional water, sewer and natural gas hookups
Increase housing stock
Improve access to medical care
Increase the presence of reliable childcare
Increase the amount of affordable housing
Ensure that first responder staffing and equipment is adequate for potential emergencies

Community Improvement

Establish a collaborative body in the community to coordinate resources
Increase the number of EMS/Fire/Public safety officials
Make improvements to the County's parks and recreation spaces
Provide childcare for youth age 0-6
Market the County's assets to increase year-round tourism
Improve community walkability and connectivity
Develop a community recreation center
Provide a central space for access to community resource services
Ensure that community infrastructure is of top quality
Encourage housing growth
Improve water and sewer availability
Continue to expand the availability of broadband
Expand childcare
Grow the presence and access to parks and recreation

Engaging the Public

When ARPA funds became available to Benzie County during the COVID-19 pandemic, the County distributed an online survey for residents to provide input. The County wanted to know how members of the public preferred to see the ARPA dollars spent and which categories of local needs they found most pressing. The survey received roughly 470 responses with at least one respondent from each municipality in Benzie County. Around 50 percent of respondents were age 50+ with just two respondents under 20 years of age. Benzie County's Board of Commissioners, during the 2024 planning process, agreed that another survey is the best manner in which to garner input on funding allocations from grant awards.

The first survey question asked participants to rank a list of items from highest priority to lowest priority, 1 being the highest and 10 being the lowest. The mean indicates how close the option was to the highest average priority. For example, "Enhance online presence for County, Townships, and City information" had a mean of 8.41, meaning it was the lowest priority as it had the highest mean of the 10 options. The options included the following, with means listed next to each:

1. Attainable Workforce Housing, including assistance with the procurement of property for the development of housing (3.52)
2. Increase childcare capacity and quality, including family and caretaker subsidies, provider subsidies, and in-home training program for providers (4.43)
3. Broadband Expansion (4.48)
4. Road Repair and Maintenance, including brining of roads, resurfacing, and paving projects (4.99)
5. Sewer and Water Infrastructure, including support for a regional water and/or sewer system (5.31)
6. Expansion of Utilities options including natural gas (5.72)
7. Bridge Repair, including assistance with the repair and/or replacement of Lindy Road Bridge, Haze Road Bridge, Nostwick Road Bridge (6.13)
8. Parks and Recreation, including the Thompsonville Area Revitalization Project and local park amenities (6.25)
9. Emergency Communications Infrastructure, including an emergency telecommunications tower (6.26)
10. Enhance online presence for County, Townships, and City information (8.41)

One can see that "Attainable Workforce Housing, including assistance with the procurement of property for the development of housing" was the highest rated priority followed by childcare, broadband and road repairs.

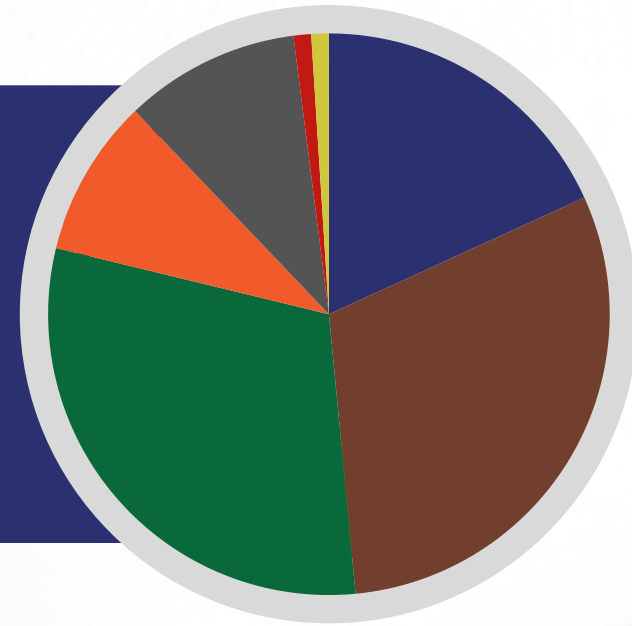
The second survey question asked respondents to “Please assign a percentage of total awarded dollars to the following projects based on your ranking above (please do not exceed 100 as a total)”. Similar to the previous question, we use the mean score in order to show the prioritized project categories that received the highest percentage of preferred funding allocations. We also include the standard deviation to show the degree to which each category’s preferred percentage varied. A low standard deviation means that the percentages of funding allocations varied less. For example, “Attainable Workforce Housing” had a standard deviation of 21.62, or a variance of 467.33 (standard deviation is the square root of the variance). We include the standard deviation because the average (mean) score of 20.13 percent for “Attainable Workforce Housing”, with a high standard deviation, signifies that responses ranged greatly from 0 percent to 100 percent. In contrast, “Enhance online presence” varied minimally. This is important because, for example, “Attainable Workforce Housing” likely received many higher percent funding responses, also indicated by the fact that it had the highest mean score.

It is worth noting that some categories had a higher preferred funding allocation percentage than they were ranked as priorities in the previous question (Emergency communications infrastructure, for example). This indicates that respondents believed some projects that are a higher priority should still not receive a higher percentage of funding allocations.

1. Attainable Workforce Housing, including assistance with the procurement of property for the development of housing (mean=20.13, standard deviation=21.62)
2. Increase childcare capacity and quality, including family and caretaker subsidies, provider subsidies, and in-home training program for providers (mean=11.65, standard deviation=14.90)
3. Broadband Expansion (mean=10.48, standard deviation=14.66)
4. Road Repair and Maintenance, including brining of roads, resurfacing, and paving projects (mean=9.34, standard deviation=13.41)
5. Emergency Communications Infrastructure, including an emergency telecommunications tower (mean= 8.09, standard deviation=17.49)
6. Sewer and Water Infrastructure, including support for a regional water and/or sewer system (mean=7.74, standard deviation=11.36)
7. Expansion of Utilities options including natural gas (mean=5.82, standard deviation=9.25)
8. Parks and Recreation, including the Thompsonville Area Revitalization Project and local park amenities (mean=5.47, standard deviation=9.53)
9. Bridge Repair, including assistance with the repair and/or replacement of Lindy Road Bridge, Haze Road Bridge, Nostwick Road Bridge (mean=5.45, standard deviation=8.21)
10. Enhance online presence for County, Townships, and City information (mean=1.97, standard deviation=5.93)



BENZIE COUNTY'S COMMUNITY IMPACT



Success in Implementation

The graphic to the right shows how Benzie County, by the time of this writing in 2024, spent its ARPA dollars. In total Benzie County received \$3,450,837 as part of the federal relief package.

According to Benzie County, “With the community’s wishes and interest at the forefront, the Board of Commissioners and Benzie County focused on the best utilization of this funding to make the biggest impact on the community... It’s important to note that while Benzie County received \$3,450,837 in funding, it was able to leverage additional dollars from other sources, totaling an investment of over \$16,000,000!”

Parks & Recreation

A total of \$330,000 in funding has been committed to improving parks and protecting our natural resources, including the Crystal Lake Outlet and Point Betsie.

Broadband Expansion

\$1,700,000 was committed to expanding broadband internet, igniting an expansion project of over \$10 million!

Child Care Support

\$42,000 was allocated to enhance child care quality and provide professional development opportunities for providers within the community.

Local Support

Letters of support and funding have been extended to support the expansion of natural gas, water, and sewer utilities.

Local Government Operations

An internal operations investment has been made to enhance services for the community and address an array of deferred maintenance. Investments include a new web presence, digitization of county records to improve access, upgrades to heating and cooling, expansion of 911 operations, and other maintenance to buildings and grounds.

Workforce Housing

An investment of \$620,000 was made in workforce housing, leveraging over \$2,500,000 in other funding for housing expansion in Benzie County.

Emergency Communications

A local commitment of \$450,000 secured a \$2.2 million allocation from Michigan to enhance emergency communications.

Road Improvements

A contribution of \$38,000 acted as matching funds to pave the new Husky Trail, freeing road funding for other necessary road maintenance and required bridge repair projects within the County.

Funding Opportunities

While the ARPA funds and COVID-19 pandemic were both unexpected, Benzie County has the opportunity to continue identifying available funding sources from the state and federal government. Counties across Michigan are hiring grant writers because of the competitive edge they give their communities in acquiring funding for local projects. While Benzie does not, as of 2024, have an in-house grant manager, the County can still use various sources to monitor grant opportunities. Grants.gov provides subscribers with availability alerts and is the main source for federal grant programs.

The table below shows different granting agencies at both the federal and state levels.

Federal Funding Entity	Agency Web Site	State Funding Entity	Agency Web Site
Economic Development Administration (EDA)	eda.gov/	Michigan Department of Natural Resources (DNR)	michigan.gov/dnr
United States Department of Agriculture (USDA)	usda.gov/	Michigan Department of Transportation (MDOT)	michigan.gov/mdot
Federal Emergency Management Administration (FEMA)	fema.gov/	Michigan State Housing Development Authority (MSHDA)	michigan.gov/mshda
Environmental Protection Agency (EPA)	epa.gov/	Michigan Department of Labor and Economic Opportunity (LEO)	michigan.gov/leo
United States Department of Transportation (USDOT)	transportation.gov/	Michigan Economic Development Corporation (MEDC)	michiganbusiness.org/
Federal Highway Administration (FHWA)	highways.dot.gov/	Michigan Department of Agriculture and Rural Development (MDARD)	michigan.gov/mdard
United States Department of Housing and Urban Development (HUD)	hud.gov/	State Land Bank Authority	michigan.gov/leo/bureaus-agencies/landbank
		Michigan Department of Environment, Great Lakes, and Energy (EGLE)	michigan.gov/egle
		Michigan State Historic Preservation Office (SHPO)	miplace.org/historic-preservation/

Section 3 - Promoting Public Sites

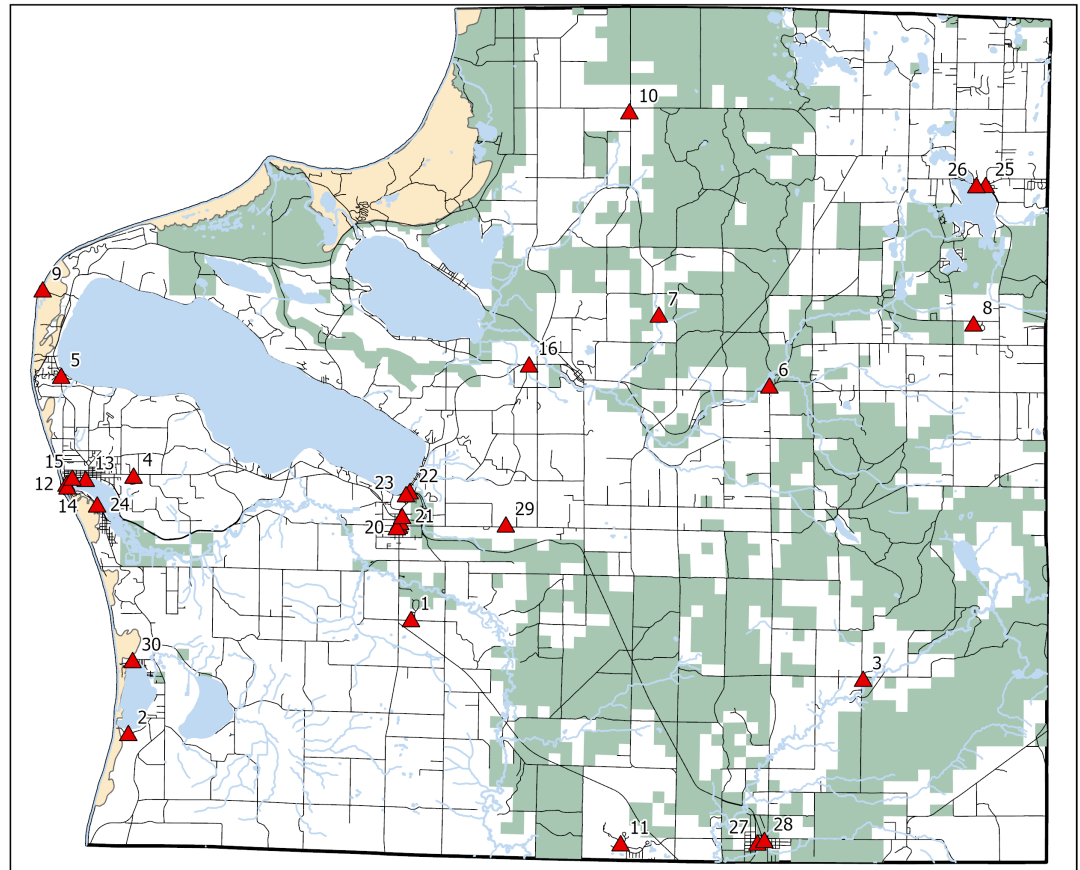
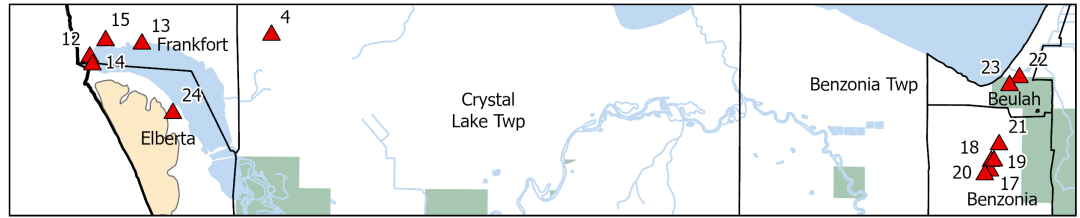
Providing Opportunities for Collaboration and Promotion

This section describes strategies that Benzie County may use in the near to long-term future to promote its many recreational and cultural sites. While the County itself owns and manages just a handful of the area's many sites, the BOC understands that it would do well to plan for and promote recreation collaboratively. For this reason, in 2022 Benzie contracted Networks Northwest to develop a *Recreation Director Feasibility Study*. The purpose of this plan was to document other communities' efforts to hire and maintain a recreation department, its expenses, revenues, organizational structure and local benefits. Since the feasibility study's introduction, the County is moving towards creating new positions for one full-time and one part-time person to work together on parks and recreation and community/economic development. This is a strong step in the County's eventual ability to implement some or all of the strategies described in the section.

Benzie County owns or manages the following recreational and cultural sites: Betsie Valley Trail (in partnership with Michigan DNR), Zada Price Park, Railroad Point Natural Area, Crystal Lake Park and Point Betsie Lighthouse. A full list of cultural sites can be found on the next page. A list of all recreation sites in Benzie, including an inventory of site features, can be found in the *2022 Benzie County Recreation Director Feasibility Study*.

Site Number	Site Name	Ownership
1	Benzie Manistee Tribal Outpost and Community Center	Grand Traverse Band
2	Watervale Historic District	Private
3	Historic Wallin School	Private
4	Frankfort Gateway Arch	City of Frankfort
5	Congregational Summer Assembly	Private
6	Platte River State Fish Hatchery	MDNR
7	Chenemiah Bible Camp	Private
8	Lake Ann Elementary School	Benzie Central Schools
9	Point Betsie Light House	Benzie County
10	Drake School	Benzie County Historical Society
11	Michigan Legacy Art Park	Private non-profit
12	Marquette's Death Historical Marker	City of Frankfort
13	Benzie Shores District Library	District library
14	Elizabeth Lane Oliver Center for the Arts	Non-profit
15	Garden Theater	Private non-profit
16	Cherry Bowl Drive in Theater	Private
17	Benzonia College Historic Marker	Non-profit
18	Mills Community House	Non-profit
19	Benzonia Public Library	District library
20	Benzie Area Historical Museum	Benzie County Historical Society
21	Crystal Lake Elementary School	Benzie Central Schools
22	Darcy Library of Beulah	Darcy Library Board
23	Beulah Depot Trailhead	Village of Beulah
24	Carferries on Lake Michigan Historic Marker	Village of Elberta
25	Almira Township Library	Almira Township
26	Almira Historical Museum	Almira Historical Society
27	Betsie Valley District Library	District Library
28	Thompsonville Diamond Crossing Historical Site	Village of Thompsonville
29	Benzie Central Jr. Sr. High School	Benzie Central Schools
30	Camp Lookout	Private

Benzie County Cultural Sites (as found in 2022 Benzie County Recreation Director Feasibility Study)



Legend

- ▲ Benzie Cultural Sites
- Hydrography
- Roads
- Benzie Lakes
- Critical Dune Areas
- Public Land
- Benzie County Boundary



Strategies to Promote Benzie Recreation and Culture

Online Mapping Platform

Listed in the goals section of this addendum, the County wants to prioritize creating an online platform that displays recreation and cultural sites. This platform would be interactive, allowing users to click on sites to see more information such as site amenities, directions, site size and a brief description of what to expect. Communities across Michigan have had great success with similar initiatives. The Michigan Water Trails website is a great example (michiganwatertrails.org). During the *2022 Recreation Director Feasibility Study*, the County and Networks Northwest created an inventory of all recreation sites in Benzie and created a Geographic Information System (GIS) shapefile containing this information.

Public-Private Partnerships

Public-Private partnerships are a way for local governments to engage with local businesses to spur investment in the community. Businesses can be supportive of the well-being and recreation of the area in which they operate, and facilitating this support can go a long way in offsetting some costs for promotion and marketing.

In addition, there are recreation-based businesses that the County and local units can target for relocation or to start up in Benzie. According to a recent study from Networks Northwest, “Opportunities for business investment and development are recommended in the following categories: Camping and camping equipment; bicycles; sports, recreation, and exercise equipment; and rental/repair of sports, recreation, and exercise equipment” (*Outdoor Recreation Economic Impact Study for Northwest Michigan*).

Various entities in Benzie could take a role in collaborating with local businesses, and in targeting the recreation industry for growth locally. While the Chamber of Commerce is the most appropriate entity for this task, other agencies would do well to generate ongoing relationships with recreation and cultural businesses already operating in Benzie.

Community Events

Public events are a strong way to showcase the community’s assets. Benzie County could host smaller events, on their own or in collaboration with non-profits and local businesses. The County could also encourage programming at specific sites, such as bird watching groups, hiking groups, etc. Clean-up days and similar organized activities can also help to support volunteerism. These organized activities could be promoted by a Recreation Director, or the County could help hosting agencies to get the word out to the public.

Mobile App

Similar to the online mapping platform, a mobile application of Benzie’s cultural and recreation sites would help with promoting their use. The mapping platform could be integrated into the mobile app, as well as any other information that would be useful to residents and visitors. This may include event notifications, a calendar of events, safety warnings, local initiatives and opportunities to participate in events or volunteerism.

Ongoing Feedback & Input

Part of having a successful cultural and recreation scene in Benzie is engaging the public on a regular basis. Residents and visitors should have chances to let local leadership organizations know what is working well and what could be improved. A mobile app may contain a feature that allows for input. Additionally, the County may survey public site users every 2-3 years to identify possible projects that would increase the use of public sites.

Coordinated Promotion

There are various actors in Benzie County who are already contributing to the promotion of public sites through improvements and programming. The County could play a role in making sure that there is a central point of promotion for all of these entities. A centralized calendar of events and programming would help members of the public to stay informed. This may be a role that could be handled by a County Recreation Director, as described in the 2022 feasibility study.

Improved Accessibility

A key means to encourage more use of public sites is to ensure that they are accessible to many people. For example, mobi mats are a very useful tool to help people in wheelchairs to enjoy beaches. Universal kayak launches allow people with physical disabilities to access water-based recreation. Certain types of pathways are easier to navigate in a wheelchair than others.

There are funding opportunities, such as the Michigan DNR Trust Fund, that can help pay for these improvements.

Social Media

Communities across Michigan now rely heavily on social media to disperse information and to promote local recreation sites and events. While this method can be time consuming, it is a useful way to engage with community members. Social media posts should occur on a regularly scheduled timetable in order to keep people drawn to the page.

Printed Materials

Printed materials can be more expensive than other communications methods described in this section. However, since Benzie County's populace is largely age 65+, it may be difficult to draw people using an online presence alone. Informational pamphlets, postcard mailings, Every Door Direct Mail (USPS), posters and annual reports can describe success stories and plans for improvements at public sites.

Themed Signage

Signage plays many roles. Wayfinding signage helps people navigate the community, and can lead them to public sites. Informational signage highlights the unique qualities of each site, including environmental features, historical significance, honoring local figures and donors and providing safety warnings. Lastly, signage that contains a recognizable theme (color, font, layout) creates a sense of place for residents and visitors. Themes indicate that someone is in Benzie, as opposed to any other part of Northern Michigan.

Section 4 - Public Safety

Existing Services Overview

Benzie County Central Dispatch

505 S. Michigan Ave., Beulah, MI 49617

Benzie County Central Dispatch was established on October 16, 2012 by the Board of Commissioners as the emergency and non-emergency public safety answering point (PSAP) for Benzie County. Operational funding is provided by a citizen approved 9-1-1 surcharge applied to all telephone subscribers in the county and from a state wireless surcharge formula, based on the county population, from the State 9-1-1 Committee. No county general funds are applied.

For the purpose of policy and procedures Benzie County Central Dispatch is governed by the Benzie County Central Dispatch Advisory Board. The intent of the Board is to make recommendations to the Director and County Board of Commissioners (BOC) “as it relates to the operation of Benzie County Central Dispatch and to comply with the Law Enforcement Information Network (LEIN) requirements and policies, recommend operational policy and procedures, recommend a Director, and to meet the requirements under the Emergency Telephone Enabling Act, PA 32, and the county E9-1-1- Service Plan”.

Agencies represented on the board include the following:

- Benzie County Sheriff’s Office
- Frankfort Police Department
- Michigan State Police
- Benzie County EMS
- Benzie County Fire Chiefs
- Benzie County Board of Commissioners (BOC)
- National Park Service – Sleeping Bear Dunes National Lakeshore



The Director is appointed by the Board of Commissioners and is a member of the Michigan Communications Director Association.

The mission of Benzie County Central Dispatch is to manage emergency and non-emergency public safety calls for service, and dispatch and monitor the law enforcement agencies, fire departments and emergency medical service providers (or Public Safety Partner Agencies) they serve, for the protection of property and the safety of the citizens, visitors and the public safety personnel of Benzie County.

Benzie County Central Dispatch uses several types of technology to perform their duties:

- Enhanced 9-1-1 which provides caller ID information
- Mapping software for cellular phone location identification
- Computer-aided dispatch (CAD) system to record and track the calls for service
- Address point mapping to identify the location of an address
- Mobile in-vehicle computers for Police, Fire and EMS units.
- Mobile CAD, including mapping, for responders.
- GPS tracking on the units

Public Safety Partner Agencies:

- Benzie County Sheriff's Department 505 S. Michigan Ave., Beulah, MI 49617
- City of Frankfort Police Department 412 Main St., Frankfort, MI 49635
- Michigan State Police ~~Honor Post 11508 Main St., Honor, MI 49640~~ 505 S. Michigan Avenue, Beulah, MI 49617
- United States Coast Guard Frankfort, MI
- National Park Service Law Enforcement (Sleeping Bear Dunes National Lakeshore)
- Grand Traverse Band of Ottawa and Chippewa Indians Tribal Police
- Michigan DNR - Platte River - Fire Control 15200 US Hwy 31, Beulah, MI 49617
- Benzie County Animal Control
- Benzie County Emergency Management

- Almira Township Fire and EMS Department ~~7276~~⁷²⁷² Ole White Dr., Lake Ann, MI 49650
- Benzonia Township Fire Department 1020 Michigan Ave. Benzonia, MI 49616
- Frankfort Fire and Rescue Department 1223 James St. Frankfort, MI 49635
- Homestead Township Fire Department 11508 Honor Hwy., Honor, MI 49640
- Inland Township Fire and EMS Department 19668 Honor Hwy, Interlochen, MI 49643
- Thompsonville Fire and EMS Department 14714 Lincoln Ave., Thompsonville, MI 49683
- Benzie County Emergency Medical Services, which provides:
 - 911 RESPONSE. This service is made up of Medical First Responders (MFR), Emergency Medical Technicians (EMT), and Paramedics (Advanced Life Support). EMS personnel respond 24 hours a day, 365 days a year, and in all weather conditions. Crews respond to all medical emergencies, motor vehicle accidents, or other traumatic events, wherever they are needed by the residents of Benzie County. County EMS Station 1: 448 Court Place, Beulah, MI 49617. County EMS Station 2: 1901 N. Thompsonville Hwy, Beulah, MI 49617, County EMS Station 3: 225 Park Ave., Frankfort, MI 49635
 - Emergency Medical Service Programs
 - CPR Training

Additionally, Benzie County Central Dispatch continues to be involved in the regional Incident Dispatch Team (IDT) as part of the Northern Michigan Mutual Aid (NMMA). One dispatcher is provided as part of the response team for pre-determined deployments, based on the needs of the incident. Additionally, that dispatcher can be assigned to support operations during major incidents or planned events, such as Ironman, in Benzie County.

In 2023, Benzie County Central Dispatch formed an internal Community Outreach Team focusing on community outreach, public education, and recruitment. This team works to inform and educate the community about the technology and importance of both 9-1-1 and emergency communications.

Benzie County Sheriff's Office 505 S Michigan Avenue, Beulah, MI 49617



Corrections Division

Mission Statement: "To serve as a detention facility for lawfully incarcerated individuals. To assure the public's safety by securely maintaining the custody of these individuals in a secure and cost effective environment that is safe for both the inmates and staff."

The Corrections Division of the Benzie County Sheriff's Office is responsible for processing and supervision of all arrested and incarcerated persons by the Benzie County Sheriff's Office and all other law enforcement agencies operating in Benzie County. The Benzie County Jail Policies and Procedures have been established with the guidance of the Michigan Department of Corrections, Administrative Rules for Jails and Lock-ups as well as American Corrections Association, Standards for Adult Local Detention Facilities. The Benzie County Jail has been found to be in total compliance with the Administrative Rules continuously since 2000, with our most recent inspection being in 2022. All of the agency's Correctional Staff are certified by the Michigan Sheriff's Training and Coordinating Council. Additionally, they are required to be re-certified annually with oversight by the MSCTC.

Groundbreaking for the current Jail and Law Enforcement Center occurred on December 9, 1990. It is located to the southwest of the Benzie County Government Center on US-31 in the Village of Beulah. Total cost of the facility came in under the estimate of \$3,500,000.00, by about \$300,000.00. The brick and block structure covers approximately 19,000 square feet and houses the Jail and Sheriff's Office operations. The Benzie County Jail has a maximum inmate capacity of 47 inmates, which at the time of its opening, made it the smallest Direct Supervision Jail in the United States.

Law Enforcement Division

The primary responsibility of the Law Enforcement Division is to provide the highest quality of public services and safety to the citizens and visitors of Benzie County. Services provided include patrolling the roads and highways of Benzie County, issuing citations, performing criminal investigations and arresting violators of the law.

The Benzie County Sheriffs' Office serves a population of 17,800. The population grows seasonally to approximately 50,000+ during the summer tourist period, which can pose unique challenges for law enforcement.

Marine Division

The Benzie County Sheriff's Office operates a Marine Patrol which is funded through a state grant and local funds. Benzie County Marine Division patrols 25 miles of Lake Michigan shoreline as well as over fifty inland lakes.

The Sheriff's Marine Division is mandated by state and federal legislation to provide search and recovery of drowning victims from any body of water in Benzie County. The Marine Division enforces and investigates all violations of marine and criminal state laws that occur on lakes located in Benzie County. The Benzie County Sheriff Marine Division handles a variety of incidents including contacts made by stopping boaters, assisting disabled boaters, medical emergencies, search and rescue operations and investigating criminal activity occurring on the waters of Benzie County.

State law requires that the Sheriff's Office provide a comprehensive boating safety program that also includes instruction to youthful boaters. The Benzie County Sheriff's Office Marine Division provides a Michigan Boating Basic course several times during the marine season. By making people aware of the rules and laws of the water, equipment required on vessels, and basic rescue techniques, some of the tragic incidents of the past can be prevented.

Snowmobile Patrol

Snowmobile patrol normally operates on weekends and will occasionally work special events. Selective enforcement may be necessary based upon special requests or complaints received from citizens. Typically, deputies patrol the snowmobile trails and selected areas conducting inspections and compliance checks to ensure that operators adhere to state and local laws. The snowmobile patrol may be requested to assist at accident scenes and could at any time, be called out for search and rescue operations.

Benzie County Emergency Management 505 S. Michigan Ave., Beulah, MI 49617

The role of Benzie County Emergency Management is to protect the lives and property of citizens before a disaster strikes through preparedness, training and mitigation, and to reduce human suffering after a disaster strikes through prompt and effective coordination of the County's response and recovery efforts utilizing the expertise and resources of federal, state, local agencies and voluntary relief organizations.

Benzie County Animal Control 543 Michigan Avenue (US-31), Beulah, MI 49617

Mission Statement – “To balance the public health, safety, and welfare needs of the citizens and domestic animals in Benzie County by responsibly and humanely enforcing animal-related laws; provide nourishment and a safe environment for impounded domestic animals; educate the public about responsible companion animal ownership; investigate cases where animal care is inadequate; and find new loving homes for homeless animals at the shelter. We understand that warehousing animals for the sake of saving them from humane euthanasia is not in the public’s or animal’s best interest. We know it is not possible to save all animals in Benzie County. We are committed to the highest performance standards, ethical conduct, truthfulness, and moral behavior in our work with people and animals.”

The Benzie County Animal Control Office handles complaints regarding dogs and livestock, enforces all State and County animal care laws, and sponsors the adoption program of dogs and cats to the public. The staff averages approximately 500 such complaints annually.

The Animal Control Building was built in 1993 using funds raised by the Animal Welfare League of Benzie County. The building can house up to 20 adult dogs and 8 adult cats on an ongoing basis.



Photo Source: <https://www.recordpatriot.com/news/article/Benzie-County-organizations-dedicated-to-caring-17231408.php>

Benzie County Animal Control and the Animal Welfare League of Benzie County have worked together for over two decades to make sure the county's animals get the care they need.

Benzie County Animal Control and the Benzie County Animal Shelter are under the same county office, according to Kyle Maurer, director of Benzie County Animal Control. Animal control operates out of the shelter, located at 543 Michigan Ave in Beulah.

During the course of an average year the Animal Control staff adopt out approximately 150 dogs and 120 cats. Persons who adopt an animal from the shelter are provided with a certificate which covers a percentage of spay or neutering surgery. The Animal Welfare League of Benzie County sponsors this program.

August 14, 2023 - the Board of Commissioners authorized a Professional Services Contract with the Grand Traverse Band of Ottawa and Chippewa Indians for animal control services in the total amount of \$300/quarter, expiring September 30, 2025, subject to review by legal counsel.

County Administrator Memo to BOC 8/17/2023: Benzie County Animal Control has a services contract in place with the Grand Traverse Band of Ottawa and Chippewa Indians to assist them in housing stray animals and apprehending and subduing aggressive animals. This partnership is like other partnerships Benzie has with neighboring entities to assist each other in need. Director Kyle Maurer is requesting this services contract be extended until September 30, 2025. This contract is appropriate and continues to show Benzie's dedication to its neighbors. The Tribe agreed to pay Benzie County \$300 per quarter for the use of space, whether they're utilizing the space, or not.



Recent Progress Toward Improving Benzie County's Public Safety Services

Benzie County 911/ Central Dispatch

October 29, 2023 – BOC authorizes the implementation of Emergency Medical Dispatch and accepts the proposals from Priority Dispatch and ID Networks in the total not to exceed amount of \$41,270, over a five-year period, with funds available in the Central Dispatch Fund, with a reimbursement from the MMRMA, and that the Chair be authorized to sign the appropriate documents.

County Administrator Memo to BOC 10/19/2024 - EMD is a system that enhances the services providers by our dispatchers, including allowing the call taker to quickly narrow down the caller's type of medical or trauma situation so that the dispatcher can provide quality instruction to the caller while waiting for medical first responders to arrive. Implementing EMD has been a goal for some time but hasn't been implemented primarily because of the upfront cost and the intense training necessary to roll this out. Mr. Ellis was able to obtain an MMRMA grant to assist with implementation and plans to also apply for a 2% tribal grant. In the 23/24 budget, we have budgeted for the implementation of this service.

March 15, 2024 – Benzie County 911/Central Dispatch celebrated the completion of major renovations to the Sheriff's Office former storage basement. It now contains a gym for Sheriff Deputies and staff and a new, state of art dedicated space for the 911 dispatchers.

The new 911 dispatch center is triple the size of the former one, providing a more comfortable work space for current dispatchers and can accommodate more dispatcher workstations in the future. New technology upgrades were also made to dispatch equipment. The \$1.88 million project was funded through a variety of sources including the county's general fund, delinquent tax fund and federal ARPA and COVID relief funds.



New Benzie County 911 Dispatch Center, March 2024

Photo Source: <https://upnorthlive.com/news/local/benzie-county-sheriffs-office-reveals-188m-remodel-for-improved-local-service>

January 23, 2024 - County Administrator's report to the BOC: Consider putting the 911 Surcharge millage on the August 2024 Ballot EMS/ALS millage on the November 2024 Ballot.

Benzie County Central Dispatch 2023 Annual Report - Goals for 2024

- **Integrate Emergency Medical Dispatching (EMD)** as a major improvement for the community and first responders. EMD is a systematic program of handling medical calls for assistance. Trained telecommunicators use locally approved EMD guidecards to quickly and properly determine the nature and priority of the call, dispatch the appropriate response and give the caller instructions to help treat the patient until the responding EMS unit arrives.
- **Continued monthly trainings** to ensure all continuing education (CE) credits are obtained and compliant with the State of Michigan along with meeting community expectations for services. With the introduction of EMD, we will also incorporate those CE requirements.
- **Continuing to work towards better alignment with 9-1-1 industry standards and community expectations** with various projects such as policies and procedures, training program documentation, CTO program enhancements, community engagement, and more.
- **Staffing** - Benzie County Central Dispatch will continue to search for qualified candidates and provide them with quality training. The desired result is to provide two dispatchers on duty 24/7/365 to meet the need.
- **Continuing to analyze, identify, and acquire equipment** that supports the mission of providing an efficient, resilient, modernized, and redundant Public Safety Answering Point (PSAP) / Emergency Communications Center (ECC).

Distribution of County Opioid Settlement Funds

November 28, 2023 – BOC allocates County’s Opioid Settlement Funds to:

- Central Wellness Network to help support their Medication Assisted Treatment Program
- Benzie County staff to fund training for 911/Law Enforcement personnel to assist with their daily interaction with situations involving opioids or substance abuse disorders and/or co-occurring mental health conditions.
- Provide start-up cost to integrate Emergency Medical Dispatch (EMD) protocols into the Benzie County Dispatch daily operation protocols.

February 13, 2024 - BOC allocates County’s Opioid Settlement Funds to:

- - \$4,465 to the joint request from the Benzie County District Court and Central Wellness for substance abuse assessment, testing and monitoring programs.
- - \$6,900 to Almira Township Fire and EMS for the purchase of 1 Airway trainer and 2 full sets of CPR/AED training manikins, along with training of one additional instructor to help with classes.
- - \$9,200 to the School and Youth Resource Officers to have Tony Hoffman go into the schools for two speaking engagements with the students regarding mental health, addiction, and recovery challenges.

March 12, 2024

Authorize an additional \$3,000 in Opioid Funding to impact the youth of Benzie County with motivational speaking in the schools, bringing the total to \$12,200 for a total project cost.

Benzie County Sheriff's Office

August 2, 2022 – Voters approved a millage to fund School Resource Officers (SRO) provided by the BCSO. Two SROs serve at the Frankfort and Elberta Schools District and Benzie County Central School District. The SROs foster trust amongst school staff and students, aid in school security, and provide safety education.

April 11, 2023 – BOC approved the lease arrangement to obtain a Soter RS Full Body Scanner for a period of seven years, with annual payments not to exceed \$15,749.20 for years one through five, and authorizes an additional \$9,750 for years six and seven for annual maintenance, with funds available first through grant sources noted in the April 11, 2023 packet communications and remaining funds available from unexpected inmate housing rent revenue, and LATCF funding, and further that if there are any changes to the existing lease arrangement, or additional services of the machine are requested that the Board of Commissioners give prior approval to such changes to ensure proper funding is in place.

December 12, 2023 – BOC approves that the purchasing policy be waived and that the purchase of a TruNarc Unlimited Model Device from Thermo Scientific Portable Analytics Instruments, Inc. in the amount of \$29,900, be approved with funds available in the Capital Fund.

This is a second TruNarc device that will be utilized by Sheriff's Office deputies to analyze key drugs of abuse as well as common cutting agents and precursors. With the emerging threats of carfentanil and numerous fentanyl analogs and precursors this device will protect deputies from exposure to these dangerous and life-threatening drugs. The Sheriff's Office already has one device that it shares. The bidding process was waived because Thermo Scientific Portable Analytics Instruments is the preferred agency among Michigan local law enforcement departments and participates in the MI Deal program, is the most competitive in pricing and provides a consistent device for use by deputies.

January 9, 2024 - Board of Commissioners authorizes an addendum to the construction contract with Grand Traverse Construction to include the Parole and Probation Remodel, with funds available in the Capital Fund in the not to exceed amount of \$220,000.

February 13, 2024 - BOC authorized a Letter of Agreement with the Michigan Fraternal Order of Police Labor Council, Deputies Unit, which allows for 12-hour shift rotations, and moves the Sheriff's office closer to the goal of providing 24-hour road patrol and authorizes the Chair to sign.

BOC authorizes an amendment to the letter of agreement with Manistee Benzie Community Mental Health Organization, also known as Centra Wellness, for mental health services within the Benzie County jail, to allow for a bachelor's level clinician in the jail to act as a conduit between an inmate and a master's level clinician, and authorize the Chair to sign, with minimum quarterly reports to the Board of Commissioners.

March 12, 2024 - BOC authorizes the 2024-009 Resolution Authorizing Millage Election for Benzie County Jail Operations Millage Proposal and Certifying Ballot Language, be adopted, placing ballot language on the August 6, 2024, election.

County Administrator's 3/5/2024 Memo to the BOC: "At the February 27th Board meeting, discussion took place as to the need for jail operations, with consideration given to recommendations by the Michigan Department of Corrections. As a result of that meeting, there was an understanding the there is a need for one to two additional personnel within the jail. However, it was apparent that the only way to fund these positions is with a millage increase. While there appears to be reluctance in requesting an increase in the jail operations millage, there is an understanding that personnel safety is an extremely important aspect to operations. At the February 27th Board meeting, I indicated to the Board that a millage levy of 1.400 mills would generate sufficient funding to hire two additional personnel. The proposed millage is an increase from the current millage by 0.171 mills. I have sat down with the Sheriff to discuss this millage and its duration. We recommend moving forward with a five-year millage term, levying the millage through 2028 inclusive. This timing would allow Benzie County to place a renewal millage on a 2028 ballot, saving funding by not holding a special election. However, during that time, Benzie County could decide to approach funding the jail differently. This direction is at the desecration of the Board of Commissioners."

April 9, 2024 - Authorize the use of Fund 213 (Jail Fund) Balance in the not to exceed amount of \$60,000 to fill an additional rostered Corrections Officers position for the remainder of the Fiscal Year 2023/2024.

April 23, 2024 - BOC authorizes a budget amendment in the amount of \$17,000 to recognize revenues and expenditures related to a marihuana prevention educational and outreach program campaign

Benzie County Emergency Management

August 14, 2023 - the Board of Commissioners waives the competitive bidding process and accepts the proposal from Motorola Solutions dated August 14, 2023 for the installation of an emergency communications tower and the total project cost not to exceed \$2,650,000, with funds available in the capital projects fund.

This new 800 MHz communications tower in Frankfort enhances emergency communications and fills in gaps in the county’s existing emergency communications radio coverage. (Communication between first responders at County Dispatch in Beulah and the City of Frankfort was not possible due to the area topography). Funding for the tower was primarily sourced from the State of Michigan, as well as Lake Township and County ARPA funding. The City of Frankfort donated the land for the construction of the tower, located southeast of Day Avenue and Hall Street.

This project also contributes to another county goal of expanding broadband internet. The fiber installation to the tower will act as “middle mile” fiber for connecting all those along the route, including Crystal Lake Township and expanding into the City of Frankfort, Lake Township, and the Village of Elberta.

Construction of the tower is estimated to be completed in mid-2024.

February 13, 2024 – The BOC adopted the County’s 2023 Hazard Mitigation Plan Update, which has met FEMA and MSP review criteria. The expiration date of the 2023 Benzie County Hazard Mitigation is February 25, 2029.

The approved plan, which was significantly updated with assistance from Networks Northwest, is one of the conditions for the County (and participating local governments) to apply for and/or receive FEMA mitigation grants from the following programs:

<p>FEMA Flood Mitigation Assistance (FMA) Grant Program</p>	<p>FEMA is a non-disaster, competitive grant program that provides funding to states, local communities, federally recognized tribes. Funds can be used for projects that reduce or eliminate the risk of repetitive flood damage to buildings insured by the National Flood Insurance Program.</p>
<p>FEMA Building Resilient Infrastructure and Communities (BRIC) Grant Program</p>	<p>BRIC is a non-disaster grant program, which provides funds on an annual basis for hazard mitigation planning and the implementation of mitigation projects prior to a disaster. The BRIC program guiding principles are supporting communities through capability- and capacity-building; encouraging and enabling innovation; promoting partnerships; enabling large projects; maintaining flexibility; and providing consistency.</p>
<p>FEMA Hazard Mitigation Grant Program (HMGP)</p>	<p>HMGP is a post-disaster grant program, where funding is only made available under a Presidential major disaster declaration, in the areas of the State requested by the Governor. Federally-recognized tribes may also submit a request for a Presidential major disaster declaration within their impacted areas.</p>
<p>FEMA HMGP Post-Fire Assistance (PFA) grant program</p>	<p>This FEMA grant funds projects that make a community more resilient after a designated wildfire disaster. States and federally-recognized tribes affected by fires resulting in a Fire Management Assistance Grant (FMAG) declaration on or after October 5, 2018, are eligible to apply.</p>

Benzie County Animal Control

The shelter has undergone several renovations since 2021, including the installation of "cat condos" to update where cats are housed and a new parking lot.

In 2023 and 2024, the Animal Control shelter began updating its outdoor space and yard to make four fenced individual kennels so that volunteers and employees can allow more animals outside at one time. The ideal flooring for an outdoor kennel yard is a K9 turf, because it inhibits the digging by dogs, and also provides an area that can be easily cleaned to help prevent disease outbreaks at the shelter. This turf also is considered to have a lifetime warranty and can be re-purposed if a move happens.

The Animal Welfare League of Benzie County and Two Seven Oh, Inc. (a group dedicated to helping other small organizations in Michigan care for the wellbeing of animals) have assisted with funding the project.

The shelter also has expanded hours, and now is open from 8 a.m. to 4 p.m. Monday through Friday. The shelter is operated by Animal Control Officer Kyle Mauer, who also serves as a shelter attendant and a part-time shelter clerk.

September 12, 2023 – The BOC approves the Phase I Kennel Yard project for Animal Control. Accepted the proposal from AJ's Excavating in the not to exceed amount of \$51,000 to excavate, build a retaining wall and prep for village utility connection, with funds available from the ARPA funding.

September 26, 2023 – The BOC accepts the proposal from AJ's Excavating not to exceed amount of \$74,905.00 for Animal Control connection to the Village of Beulah's water and sewer system, with funds available from ARPA.

Future projects that need to be completed at the animal control/shelter building, per Kyle Maurer, Animal Control Director:

- **Renovate the aging indoor kennel area for the dogs** so that the shelter complies with the State of Michigan regulations for animal shelters.
- **New exterior doors**
- **An updated surveillance system**
- **There would be a need for a larger shelter in the future if the county were to partner with a surrounding county for animal holds.** The property that the current Animal Control Office/ Shelter is located on is not adequate for a larger shelter. Building a new shelter would allow for the building to be code compliant and for us to be able to be compliant with the state regarding animal needs within the shelter. This can include design features that facilitate disease control, air quality, sound control and employee/ animal separation, such as isolation kennels.

October 10, 2023 – BOC rescinds the approval of the prior proposal from the September 26, 2023, Board of Commissioners meeting, with AJ Excavating and approve the new proposal from Kerby Backhoe in the not to exceed amount of \$52,000, with funds available from the ARPA and Capital funds.

October 24, 2023 – BOC authorizes the reimbursement grant agreement with Two Seven Oh, Inc. in the total reimbursable amount of \$32,074.15 for animal shelter upgrades (purchase and install a canopy over a renovated kennel yard) and authorizes the related budget amendments to recognize the expenditure and revenue, and authorizes the Chair to sign.

Example Projects/Resources to Consider for Additional Improvements in Public Safety Services

Constructing a New Animal Shelter

Note: While the example below is representative of a much larger county in comparison to Benzie County (808.4 square miles of land and a population of 327,997 persons in Spartanburg County compared to 319.7 square miles of land and a population of 17,970 persons in Benzie County), resources utilized in this project for consulting and design work, partnerships, and operational goals can be seen as potential examples for Benzie County Animal Control to consider in future planning.

Additionally, collaborating with other related animal shelter organizations surrounding Benzie County to facilitate such an endeavor that would provide potential regional benefits and local cost savings should also be considered.

Example – Spartanburg County, South Carolina

“Spartanburg County Council approved that \$5,000,000 of the county’s ARPA funds be allocated to assisting in the construction of a new Pet Resource Center. The funding strategy was based on estimates of recently constructed facilities.

Spartanburg County plans to open its own Pet Resource Center in the near future, where we will house and care for our animal community.

We hired an animal shelter consultant, Dr. Sara Pizano of Team Shelter USA, to help us identify needs in our animal community and develop an animal welfare system plan. As part of a feasibility study, Dr. Pizano surveyed nearly 50 animal welfare organizations in our area to determine the best practices of each organization. County leadership and staff toured multiple animal shelters across the state to further determine best practices and operations. Our \$24.6M facility, located on Southport Road, will be purpose-built, providing the services our citizens and animals need, and will include room for future growth.

SHLTR Architects of Greenville worked with Animal Arts of Boulder, Colorado to prepare a conceptual design of the 26,600 sq. ft. facility, which includes:”



- “Dog housing (79 kennels)
- Cat housing (12 kennels)
- Isolation housing
- Adoption and clinic lobbies
- Staff offices, workstations, break room, and support rooms
- Surgery, x-ray, pharmacy, and exam rooms
- Multipurpose room

The facility will be a utilitarian structure, very durable, and designed to reduce long-term maintenance costs. The site will also include 18,600 sq. ft. of exterior space (including 5,000 square feet of covered exterior areas). The exterior space will include:

- Multiple fenced animal yards
- Artificial turf zones
- Temporary housing for farm animals
- 72 parking spaces

We expect preliminary site work to begin in the spring of 2024, and construction to last between 14 and 18 months, with an expected completion date in 2025.

It is important to note that our Pet Resource Center will not function as a traditional animal shelter. We do not intend to warehouse animals. Historically, we’ve seen that approach causes animals to become less adoptable. We’ve learned that, when animals spend extended periods of time in kennels, their mental health and wellbeing can decline, making them a less likely option for a potential pet owner. Warehousing animals can also lead to increased euthanasia rates.

Our goal is to keep people and pets together. We want to minimize the length of stay for each animal, focusing on reuniting lost pets with their owners and re-homing others. We plan to accomplish this through safety net programs and by working with local fosters and rescues who can assist us in finding homes for animals as quickly as possible.

IMPORTANT TAKEAWAYS

- Partnerships will be key in our success.
- Implementing proactive programs will help to reduce the number of shelter intakes, which is imperative, as we want the Pet Resource Center to serve as a "last resort" option.
- The goal behind the Center will be to keep people and pets together. We want to minimize the length of stay for each animal, focusing on reuniting lost pets with their owners and re-homing others.
- Volunteers are vital when it comes to the animals' quality of life.

LOCATION: We have selected an 8.05-acre site for our planned Pet Resource Center. The property is located on Southport Road, across from the wastewater treatment facility and near the SCDMV. We closed on the property September 7, 2023. This particular property will allow the Pet Resource Center to be centrally located, as it is positioned on a main arterial road, and has 740 feet of road frontage. All of the utilities needed for the Pet Resource Center are available at this site.

STAFFING: We have created two new positions for the Pet Resource Center, including a Director of Animal Welfare Services and an Animal Cruelty Investigator. We are still looking for someone to fill the Director position.”

Expanding First Responder Service Capabilities

Local Example – Alignment with Local Master Plan Goals - Blair Township, Grand Traverse County^{1,2}

Traverse City Area Public Schools (TCAPS) began discussions in 2019 with the Oleson Family, Blair Township, TART Trails, and Grand Traverse Regional Land Conservancy about 208 acres of TCAPS property behind Blair Elementary School.

The township expressed interest in developing a portion of the land for the purpose of meeting their Master Plan goals, which includes developing and expanding an interconnected non-motorized trail system for recreational, civic, and commercial services within the Township and connectivity to the ongoing development of the Traverse Area Regional Trail (TART) system, preserving open spaces and scenic views in the development of recreational opportunities and facilities, encouraging the development of neighborhoods parks, and constructing a new Township Fire Hall.

The Township's 40-year-old fire station had reached the end of its usefulness and was not located centrally within the community. After reviewing the plans for the Township Fire Hall and future trails at the TCAPS Board Meeting, board members moved to officially transfer 130.44 acres of the land to Blair Township for construction of a new fire hall/EMS facility. After a \$6.2 million bond was passed by township voters in August 2022, ground for the project was broken. The new facility was completed in early 2024.

This larger building will accommodate the future growth of staffing as Blair Township continues to grow. Additionally, the building is centralized in the community, resulting in a reduction in emergency response times. Other upgrades at the station along M-37 include a state-of-the-art alert system and cancer-reduction measures with an isolated gear room and gear washer. As for the former Blair Township Fire Hall, other township services have already moved into the renovated space.



1- <https://upnorthlive.com/news/instagram/blair-township-celebrates-new-62-million-emergency-services-building-completion>

2- <https://upnorthlive.com/news/local/tcaps-transfers-some-of-land-behind-blair-elementary-to-township-for-development>

Funding and Programs

USDA Community Facilities Direct Loan & Grant Program - Provides affordable funding to develop essential community facilities in rural areas. An essential community facility is defined as a facility that provides an essential service to the local community for the orderly development of the community in a primarily rural area, and does not include private, commercial or business undertakings. Funds can be used to purchase, construct, and / or improve essential community facilities, purchase equipment and pay related project expenses. Examples of essential community facilities include, but are not limited to, public safety services such as fire departments, police stations, prisons, police vehicles, fire trucks, public works vehicles or equipment.

FEMA's Assistance to Firefighters Grants Program - Fire safety grants fund critically needed resources to equip and train emergency personnel, enhance efficiencies and support community resilience. The primary goal of the Assistance to Firefighters Grant (AFG) is to meet the firefighting and emergency response needs of fire departments and non-affiliated emergency medical service organizations. Eligible applicants include fire departments, non-affiliated Emergency Medical Services (EMS), state fire training academies, and non-federal airport and/or port authority fire or EMS organizations.

Since 2001, AFG has helped firefighters and other first responders obtain critically needed equipment, protective gear, emergency vehicles, training and other resources necessary for protecting the public and emergency personnel from fire and related hazards.

Northwest Michigan Works! Apprenticeship Team - Registered Department of Labor Apprenticeship programs allow the employer to upskill current employees or recruit new talent while filling workforce gaps. The Northwest Michigan Works! Apprenticeship team provides customized apprenticeship services to fit the needs of every employer, big or small. From Winemakers to Medical Assistants to Construction Workers, we assist with the process.

Northwest Michigan Works! partnered with the Manistee County Sheriff's Department and West Shore Community College to create Michigan's first Police Officer Apprenticeship program. Watch the video to hear what the Apprentice, Mentor, Sheriff, and Director of the Police Academy have to say about the apprenticeship program.

Section 5 - Infrastructure Expansion & Improvement

Road and Bridge Infrastructure

During the recent ARPA survey (2022) that Benzie County conducted, survey takers identified bridge repair and road repair as their number one and number two highest priority items. Bridges and roads are essential infrastructure investments that provide many benefits to communities and society as a whole.

Safety

Well-maintained roads and bridges are crucial for ensuring the safety of motorists, pedestrians, cyclists, and other road users. Potholes, cracks, and uneven surfaces can pose hazards and increase the risk of accidents, injuries, and fatalities. Repairing roads and bridges helps reduce safety risks and prevent accidents. Reliable transportation infrastructure is important for supporting emergency response efforts during natural disasters, public health emergencies, safety threats, cases of national defense, and other disasters. Paved roads and bridges facilitate the movement of emergency vehicles, supplies, military, emergency responders, and other personnel, enabling timely and effective response to disaster and recovery efforts.

Mobility, Productivity, and Accessibility

Paved roads and bridges improve mobility, productivity, and accessibility by providing more consistent and well-maintained routes for people and goods. Accessible infrastructure allows individuals to travel to work, school, healthcare facilities, businesses, and other destinations efficiently and safely. Well-maintained roads can reduce travel times, vehicle operating costs, and fuel consumption, leading to increased productivity, a lower cost for goods for consumers, and consistency for businesses and individuals.

Economic Growth

Investing in infrastructure maintenance and repair contributes to economic growth by creating jobs, creating demand for materials and services, and supporting local businesses. Well-maintained roads and bridges facilitate the movement of goods and services, attract investment, and promote commerce and trade, helping to increase economic activity and prosperity. Well-maintained roads and bridges contribute to higher property values, thus increasing tax base, allowing more services for the community, and attracting additional investment. Access to quality

transportation infrastructure is an important consideration for homebuyers, businesses, and even consumers, when choosing where to live, work, and spend their dollars. Paved roads and bridges support tourism and recreational activities, by giving easy and equitable access to scenic destinations, like Sleeping Bear Dunes or Lake Michigan, cultural attractions, including the Michigan Legacy Art Park, and outdoor recreational areas, including Crystal Mountain. Accessible and equitable transportation routes boost economic and tourism spending, encourage healthy communities through outdoor recreation, and support and encourage through education and experience the local cultural identity.

Environmental Benefits

Well-maintained bridges and roads can have additional environmental benefits by reducing vehicle emissions, congestion, and fuel consumption common with deteriorating infrastructure. New or improved infrastructure can help sustain transportation approaches, such as public transit, multi-modal approaches including biking or walking, which in turn reduce carbon emissions, promote health, and can help to offset global climate change.

Where appropriate, Benzie County should look to work with stakeholders to improve, repair and expand the bridges and roads, both paved and unpaved, within Benzie County. Infrastructure improvement will improve the safety, mobility, productivity, accessibility, quality of life, encourage economic growth and higher tax dollars, and enhance the overall environment for the citizens of Benzie County.







Sewer and Water Infrastructure

Expanded sewer and water systems can reduce the risk of waterborne diseases by providing clean drinking water and proper sanitation facilities. There are benefits to replacing septic systems with sewer systems as sewer systems are more convenient for homeowners and businesses because they require minimal maintenance. Once connected to the municipal sewer system, residents do not need to worry about regularly emptying septic tanks or maintaining a septic field. **Benzie County will continue to explore expanded municipal sewer and water infrastructure.**

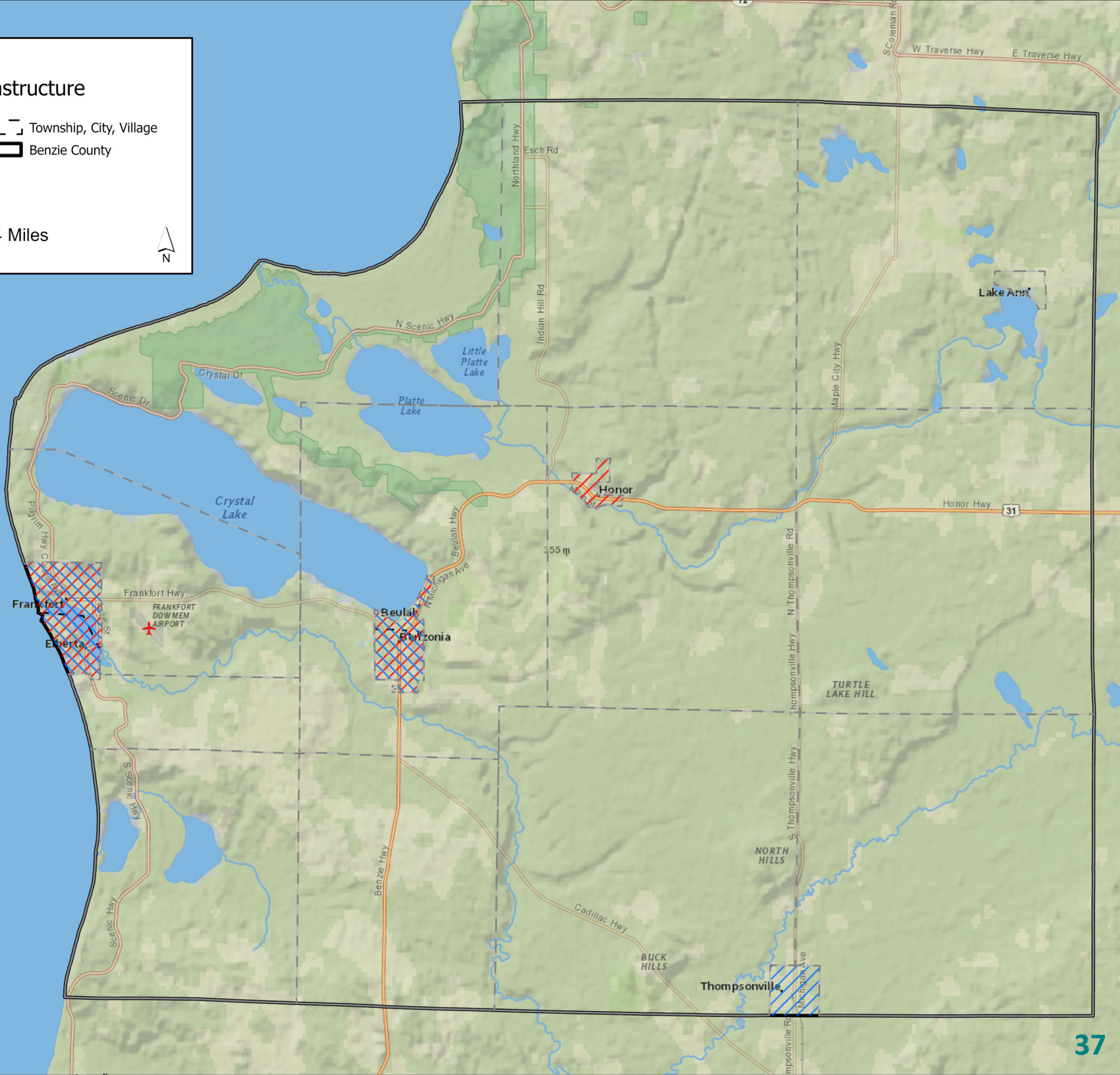
Sewer systems have greater capacity and scalability than septic fields. Sewer systems are more ideal for densely populated urbanized areas and accommodating future growth. Municipal sewer systems can handle large volumes of wastewater and are easier to expand or upgrade as needed. Proper wastewater management reduces pollution of natural water bodies, preserving aquatic ecosystems and safeguarding public health. Sewer systems are designed to treat and dispose of wastewater safely and efficiently, reducing the risk of groundwater contamination and environmental pollution compared to septic fields, which may malfunction or leak if not properly maintained.

Properties connected to municipal sewer and water systems may have higher resale value than those relying on septic systems; buyers perceive sewer systems as more reliable and convenient. Access to sewer and water infrastructure can increase property attractiveness and marketability. Sewer and water systems provide broader community benefits, such as supporting economic development, promoting

Benzie County Water and Sewer Infrastructure

-  Water and Sewer
-  Sewer
-  Water
-  No Water or Sewer
-  Township, City, Village
-  Benzie County

0 1 2 4 Miles



urbanization, public health benefits, and improving overall infrastructure resilience. Access to sewer services facilitates growth and enhances the livability of cities and towns. Although residents connected to municipal water systems must pay water utility fees, these costs are often lower than the expenses/maintenance associated with private well ownership. Municipal water users do not have to initially pay for the expense of well drilling, ongoing maintenance and repairs, or water quality testing, making municipal water a more cost-effective option over an extended period of time.

Sewer and water infrastructure are present in Benzie County. Expansion efforts are ongoing in an attempt to provide additional services to the Village of Benzonia and the Village of Benzie. The County should encourage, and where appropriate, support these expansion efforts while looking to expand sewer and water development to dense multi-family, two-family, and single-family housing; commercial and industrial development should also connect to this infrastructure.

Broadband

Many consider broadband internet access a modern day necessity in the same way that efficient transportation and electricity became. Broadband access offers many positive benefits and opportunities for individuals, businesses, and communities. It enables access to large amounts of information available on the internet and internet-based opportunities, including: educational resources, news, research materials, communications, economic opportunities, remote work and telecommuting, healthcare services, and civic engagement. Broadband internet access encourages lifelong learning, entertainment options, empowers individuals to stay informed and connected with the world and their community.

Educational Opportunities

Information through broadband enables access to a plethora of educational resources, online courses, and digital libraries, leveling the playing field for students regardless of their geographic location. It also allows for distance learning and remote education, which is paramount during emergencies like the COVID-19 pandemic.

Economic Development

Broadband access encourages economic activity and growth by facilitating e-commerce, empowering business' ability to reach new markets, and encouraging entrepreneurship. Broadband internet access attracts investment, encourages innovation, and creates job opportunities in sectors such as technology, telecommuting, and digital services.

Remote Work and Telecommuting

Broadband enables remote work and telecommuting, allowing individuals to work from home or at other locations outside of traditional office settings. It offers flexibility, work-life balance, and productivity benefits for employees and employers.

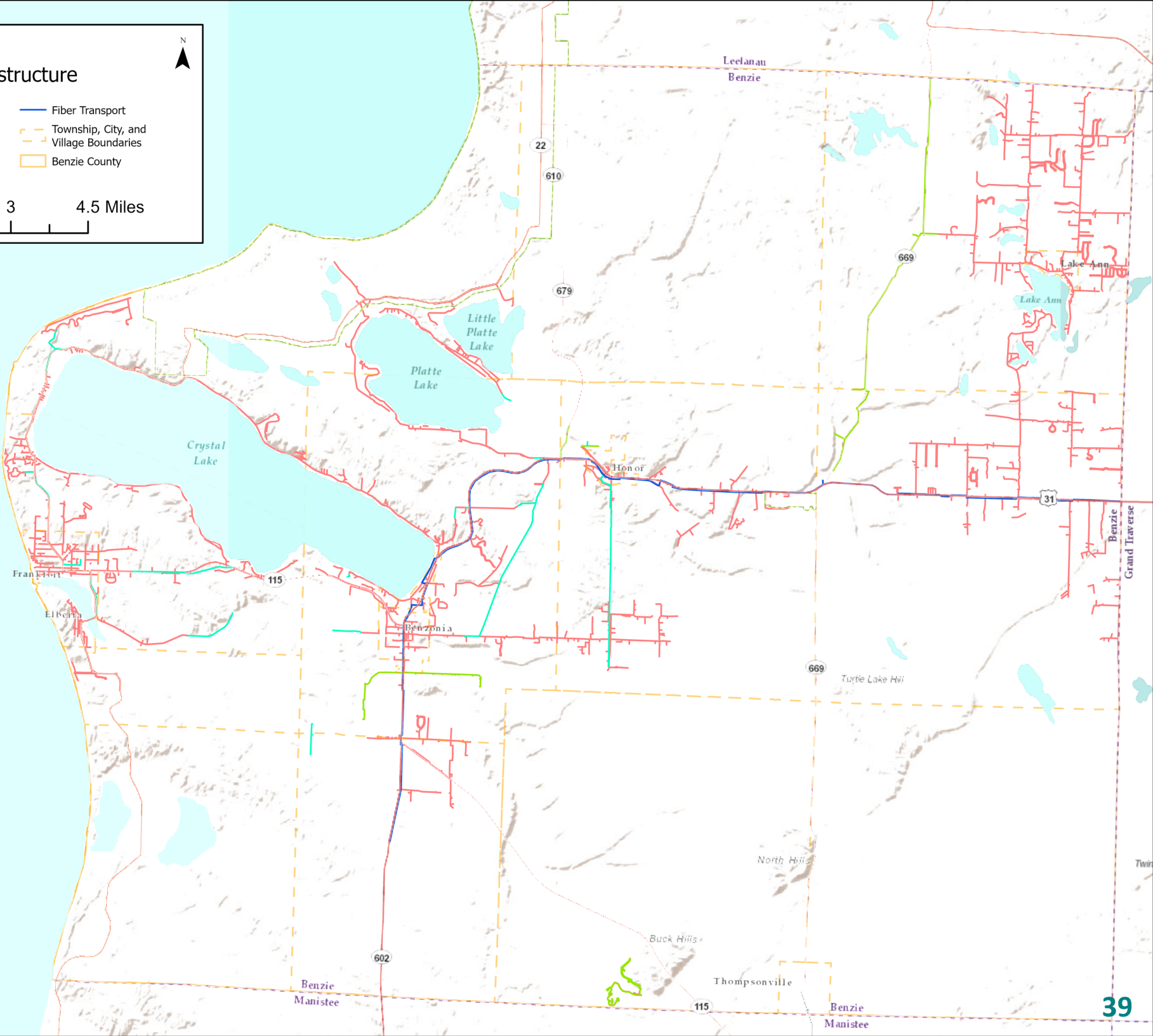
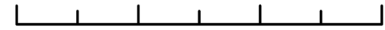
Benzie County Broadband Infrastructure



Technology

- Coaxial
- Fiber
- Fiber Transport
- Township, City, and Village Boundaries
- Benzie County

0 0.75 1.5 3 4.5 Miles



Healthcare Improvements

Telehealth and remote healthcare services rely on broadband connectivity to provide medical appointments, monitor patients, and provide healthcare services to rural and/or under-served areas. Broadband expansion enhances access to healthcare, drives down costs, and reduces the need to visit a hospital or office space.

Improved Communication and Social Connectivity

Broadband enables communication through email, social media, video conferencing, and messaging platforms. Broadband internet can foster connections between individuals, families, and communities. It reduces isolation, enhances social support networks, and promotes civic engagement.

Enhanced Government Services

Broadband facilitates the delivery of government services online. These may include, but are not limited to: applying for permits, paying taxes, retrieving government forms, and accessing public records. It increases government efficiency, reduces administrative barriers, and enhances transparency and government responsiveness.

Smart Agriculture

Broadband connectivity supports accurate agriculture, enabling farmers to access real-time data, monitor crop conditions, and improve resource management. It expands farm productivity, reduces environmental impact, and enhances food security.

Cultural Preservation and Tourism

Broadband encourages the preservation and dissemination of cultural heritage through digital archives, online exhibits, and virtual tours. It promotes tourism by providing travelers with access to information about destinations, attractions, maps, trips, and informational guides that can properly prepare them for their trip. Cameras at destinations that are live-streamed can provide real-time information about the conditions at a location.

Disaster Preparedness and Response

Broadband connectivity strengthens disaster preparedness and response capabilities by facilitating communication, disseminating alerts and warnings, and coordinating emergency services.

Civic Engagement

Broadband access allows individuals to engage with government services, participate in civic activities, and helps keep citizens informed. It promotes transparency, accountability, and democratic participation by providing access to information, resources, and platforms for civic engagement.

Benzie County, the State of Michigan, and the Federal government have made considerable effort to encourage broadband internet service providers to expand broadband to traditionally rural areas. A portion of these efforts via the Rural Opportunity with Broadband Infrastructure Networks (ROBIN) along with existing infrastructure are available in the map on page 39. The County should make additional efforts and utilize resources to find funding or incentives to provide broadband to the unserved areas around Thompsonville, Upper and Lower Herring Lake, and other areas that are without broadband. The County should also monitor the internet service providers awarded grants under ROBIN and other State and Federal grant processes build out as described in the grant awarded.

Natural Gas

Benzie County has been attempting to extend natural gas lines within the county in an effort to lower energy costs, foster economic development, and enhance energy reliability. However, these extensions can also present drawbacks, including: environmental impacts, financial risks, and potential delays in the transition to renewable energy.

Economic Growth and Development

Natural gas is often cheaper than other energy sources such as propane, oil, or electricity. Extending natural gas lines can reduce energy costs for households and businesses, potentially increasing disposable income and stimulating local economic growth.

Reliable and affordable energy can attract new businesses to the area, fostering economic development and creating jobs. Industries that require stable and cost-effective energy sources could find an expanded availability of natural gas in Benzie County more appealing.

Environmental Advantages

Natural gas burns cleaner than coal, wood, and oil, producing less pollutants such as sulfur dioxide (SO₂), nitrogen oxides (NO_x), particulate matter, and volatile organic compounds (VOCs). This can lead to improved air quality and health outcomes for residents. Natural gas does not reduce greenhouse emissions lower than renewable energy. However, natural gas emits less CO₂ per unit of energy compared to coal, wood, and oil, contributing to lower greenhouse gas emissions when substituted for coal, oil or wood. Natural gas infrastructure provides a reliable and continuous energy supply, reducing dependence on deliveries of propane, heating oil, or wood which can be disrupted by weather, supply chain issues, or often times in the case of wood, require additional time, energy, and resources to gather the supply yourself.

Backup to Green Energy

Natural gas can serve as a backup for renewable energy sources such as solar and wind, which are intermittent. This can help ensure a stable energy supply during times of low green energy production.

Environmental Concerns

Natural gas is primarily methane, a strong greenhouse gas. Leaks from infrastructure can promote climate change, hypothetically offsetting some of the environmental benefits over other fossil fuels. Investing in natural gas infrastructure may delay the transition to renewable energy sources, lengthening dependency on fossil fuels.

Hefty Upfront Investment

Extending natural gas lines requires large initial investment for construction and expansion of lines. This could burden local budgets, increase taxes, or require a reallocation of funds from other essential services.

Regulatory and Policy Challenges

Extending natural gas infrastructure requires navigating complex regulation, securing permits, and remaining in compliance with environmental and safety standards. Future regulations, looking to reduce greenhouse gas emissions, could require additional costs or restrictions on natural gas infrastructure, impacting its feasibility and driving up costs associated with maintaining and/or expanding of natural gas lines.

Section 6 - Age-Related Challenges

Age Related Issues

The 2022 American Community Survey (ACS) data displays that Benzie County has a median age of 50.4, older than state median of 40.3, and higher than the national median of 38.8. When looking at this data in the table on page 44, it becomes apparent that within the next 5 to 10 years Benzie County will be dealing with a large portion of their population being over the age of 65, many of whom will need different housing, healthcare, and transportation-based needs.

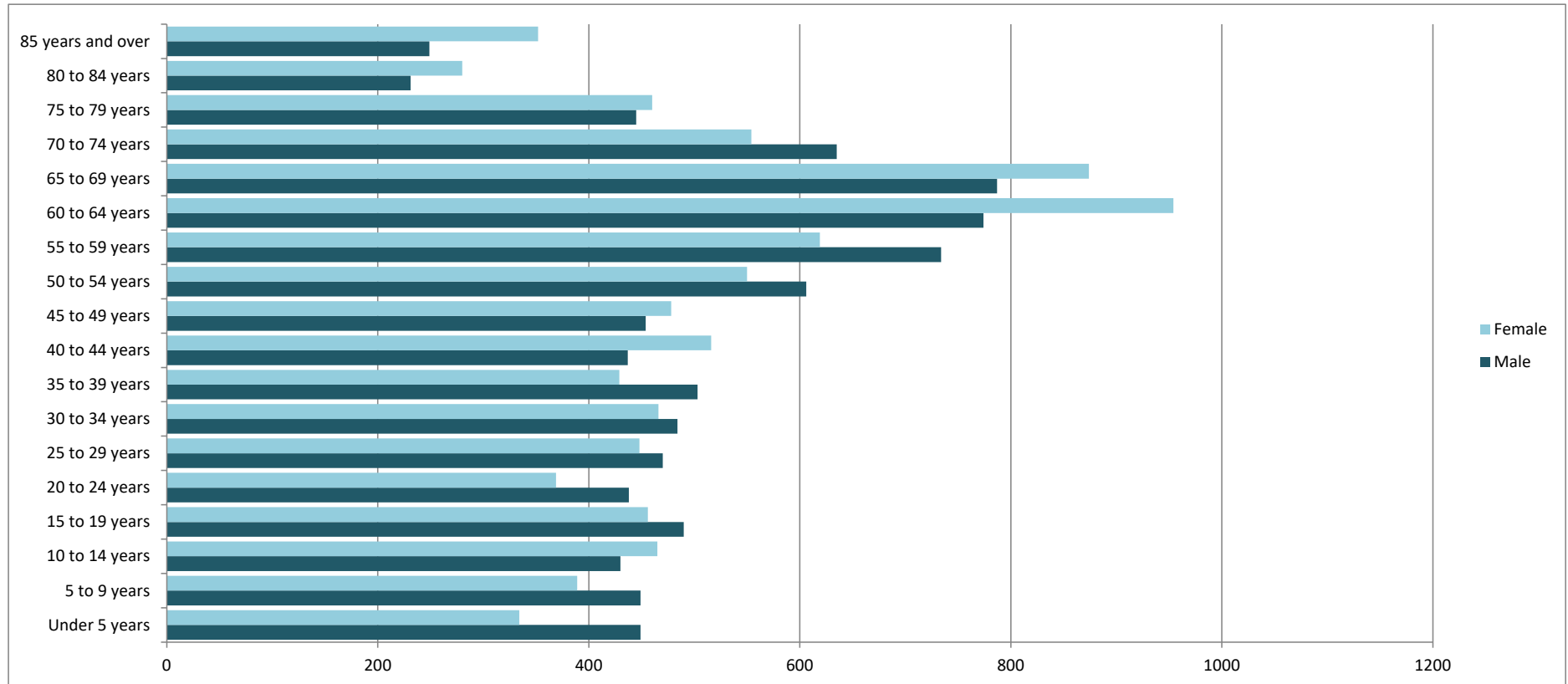
Aging in place

Aging in place refers to seniors living independently and comfortably in their own homes or communities for as long as possible as they age, rather than moving to institutional settings such as nursing homes or assisted living facilities. This allows seniors to keep their independence, dignity, and quality of life. This approach benefits society as a whole by maximizing resources, promoting socially engaged communities, and building resilient communities that value people of all ages.

Housing

To allow seniors to age in place requires planning ahead and having the tools and people to do so. These changes can take the form of accessible housing options: ensuring that housing is designed or can be modified to be accessible to seniors needs. Seniors are able to stay in their homes longer by supporting senior community centers, such as Benzie Senior Resources, which provides social engagement opportunities, care coordination, delivered and community meals, exercise and mental well-being opportunities, lawn services, maid services, and snow removal. Alternative housing options also allow seniors the ability to downsize from larger homes by, where appropriate, supporting higher density housing options such as condos or Accessory Dwelling Units (ADUs).

Benzie County Age Cohorts, 2022 Estimates



Source: 2022 ACS 5-year Estimates

Transportation

According to American Association of Retired Persons (AARP) most seniors give up driving around 75 years old. Benzie County should continue to invest in transportation measures that support senior mobility. Benzie Bus currently provides accessible and affordable transportation options tailored to seniors' needs, such as door-to-door transportation services, on demand service, airport service, ride sharing, non-emergency medical transportation, health rides, and prescription delivery. Benzie County could look to support additional services including: volunteer driver programs, senior shuttles that make community trips to commonly visited areas like a grocery store or civic events, and alternative modes of transportation.

Housing & Aging in Place

Often, the difference between someone in their retirement age being able to age in place or having to move elsewhere is diversity in the housing stock. Single-family detached housing is popular for obvious reasons. It affords property owners control over land and structure, it offers peace and privacy, and the larger footprints are conducive to raising a family. However, for many people in retirement age, a large home on a large lot can be overwhelming. Landscaping takes time and effort, maintenance can be overly burdensome if there are fewer people to help out, and structurally features like stairwells can make mobility difficult.

For these reasons, many people want to downsize their housing later in life. This could mean anything from a condo to a cottage court (shown to the right). If a community does not have these options, people may be forced to move to a different community. This can have negative consequences for the economic and social makeup of the area, as longtime residents with institutional knowledge, social connections and spending power leave. Many times, this type of development is disallowed in the existing zoning ordinance.

To combat this issue, Benzie County may look to promote alternative housing styles such as duplexes, triplexes, cottage courts and condominiums. Each of these housing types are attractive to people not wanting to maintain a yard or a structure with a large footprint. Additionally, developments like cottage courts (three examples to the right) can be designed with features that support social interactions. These include porches close to sidewalks, low traffic speeds, small setbacks and small parcel sizes. Design considerations can be the difference that helps Benzie's aging residents to stay in the area and continue contributing to the community's sense of place.



Childcare

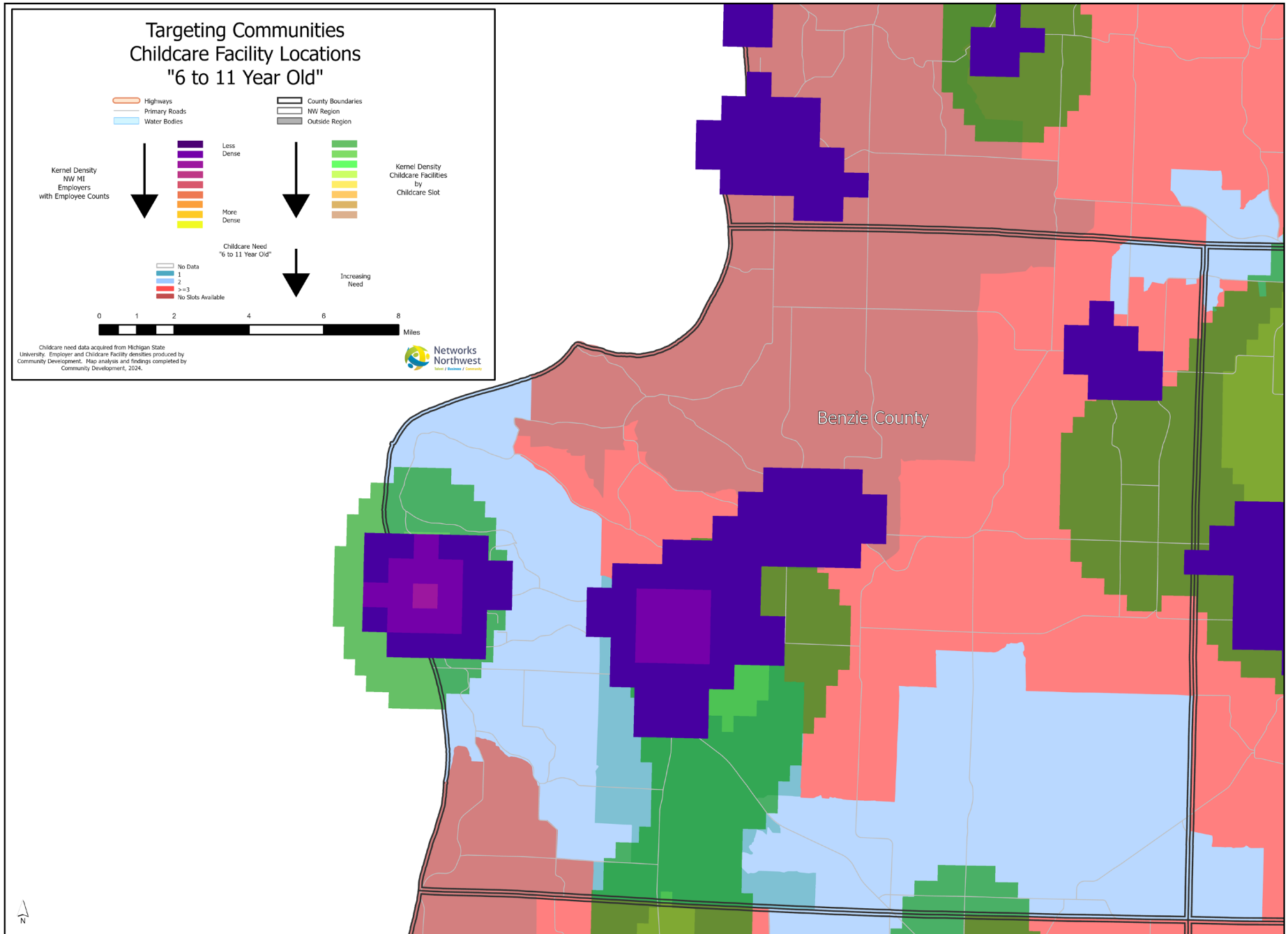
Childcare expenses can be exorbitantly high for many families, often exceeding the cost of rent or mortgage payments. The high cost of childcare can place a significant financial burden on parents, predominantly those with low or moderate incomes, and may force some families to choose between childcare and other essential expenses. In addition, accessibility to quality childcare may be limited in some areas of the county requiring the parents choose between working or staying home to provide care for their children. The County may look to support subsidized childcare programs, invest in preschools, Head Start, and other pre-kindergarten programs. The County may also work with non-profits, businesses, and foster other public-private partnerships with the goal of creating workplace policies that are friendly for families with children. The County could coordinate with Townships, Villages, and the City of Frankfort to ensure they are not putting up road blocks for new childcare developments or in home services. The map on the next page was developed using kernel density to show areas of need for childcare, demonstrating employers, and finally need. This map is a snapshot in time, but can be utilized to show the most deprived areas for childcare currently in Benzie County.

Youth based services

Youth services aim to provide young people with opportunities for education, skill development, support, health and wellness, and community engagement. Benzie has several groups working with youth in the community including, but not limited to:

- Best Benzie: currently helps youth with Free Application for Federal Student Aid (FAFSA) college student aid program,
- Benzie Area Youth Initiative: working youth substance abuse, school nurses, curriculum, and making youth aware of the dangers around them
- Centra Wellness: provides education and mental health services for the county youth
- MSU Extension: facilitates a 4-H soccer program in Benzie

Childcare target locations in the region for 6 to 11 year olds.
 Developed by Networks Northwest Community Development Department.



This page intentionally left blank



Re: Benzie County Master Plan 2024 (Nov 12, 2024)

From Roselie Roelofs <RRoelofs@benzieco.gov>
on behalf of
Administration <benzieadmin@benzieco.gov>
Date Wed 11/20/2024 11:39 AM
To Ann Kullenberg <annkullenberg55@gmail.com>
Cc Katelyn Zeits <kzeits@benzieco.gov>

Good morning,

Hopefully, you are starting to feel better now. Our open public comment period has ended; however, you are welcome to email your commissioner and the County Administrator with your concerns. The Board of Commissioners is approving the Master Plan during the first meeting of December.

Thanks,

Rose Roelofs

Executive Assistant | Benzie County
448 Court Place, Beulah, MI 49617
P: (231) 882-0035 F: (231) 882-7072
E: rroelofs@benzieco.gov W: www.benzieco.gov

From: Ann Kullenberg <annkullenberg55@gmail.com>
Sent: Tuesday, November 19, 2024 12:39 PM
To: Administration <benzieadmin@benzieco.gov>
Subject: Benzie County Master Plan 2024 (Nov 12, 2024)

Hello,

I was ill and could not therefore attend the meeting on November 12, 2024, regarding the Benzie County Master Plan. However, as a citizen of Benzie County, I am extremely interested in having input into the process of adopting this plan. Please let me know what opportunities yet remain for me to have a voice.

Sincerely,
Ann Kullenberg

Fw: Master Plan

Roselie Roelofs <RRoelofs@benzieco.gov>
on behalf of
Administration <benzieadmin@benzieco.gov>
Mon 8/19/2024 3:21 PM
To:Katelyn Zeits <kzeits@benzieco.gov>

Rose Roelofs

Executive Assistant | Benzie County
448 Court Place, Beulah, MI 49617
P: (231) 882-0035 F: (231) 882-7072
E: rroelofs@benzieco.gov W: www.benzieco.gov

From: Karen Cunningham <kcunningham@benzieco.gov>
Sent: Monday, August 19, 2024 12:24 PM
To: Administration <benzieadmin@benzieco.gov>
Subject: Master Plan

**County should deal with infrastructure to include:*

**Protecting our freshwater resource by having county sewer.*

**Include renewable resources in the master plan*

**Planning and Zoning should be under the 'big picture' county and have townships interests/concerns being represented through an advisory committee.*

**County should actively support and partner to participate in civic literacy by involving residents by broadcasting precinct general meetings, by educating through the school systems. This will build citizen empathy, appreciation and esprit de corps. (I have presented this several times Liam Dreyer/Government for Tomorrow, Aimee super Benzie Schools showed interest.)*



Fw: Master plan input

From Roselie Roelofs <RRoelofs@benzieco.gov>
on behalf of
Administration <benzieadmin@benzieco.gov>
Date Tue 11/5/2024 1:44 PM
To Katelyn Zeits <kzeits@benzieco.gov>

His input is very fascinating.

Rose Roelofs

Executive Assistant | Benzie County
448 Court Place, Beulah, MI 49617
P: (231) 882-0035 **F:** (231) 882-7072
E: rroelofs@benzieco.gov **W:** www.benzieco.gov

From: Tadge Juechter <tadge.juechter11@gmail.com>
Sent: Tuesday, November 5, 2024 1:27 PM
To: Administration <benzieadmin@benzieco.gov>
Subject: Master plan input

All,

Unfortunately my wife and I won't be able to attend the Nov 12 meeting to discuss the updated master plan. We are passionate about Benzie county and plan to be active community members in its future.

By and large the Master plan as it is proposed is excellent in tone. We wish there was more indication of support for growth and sharing of the county's assets in ways that do not change the fundamental natural state we appreciate. It seems like too many resources want to be directed at new improvements vs preserving what already exists. It strikes us as odd that we direct ARPA funds to things like "improving the appeal of the Sheriff's workout area" when some of the bedrock assets of Benzie county need attention. I know it is not always possible to move resources wherever you want, but we would like to hear more discussion on it.

Why, for example, should a privately-funded effort be needed to restore the Frankfort lighthouse? That is an asset visitors and residents appreciate often and it seems like the use of public funds is justified. Same is true for the harbor breakwall... The outer section is crumbling and I can imagine a day where the damage is too extensive to fix and so the "solution" is to put up a fence to restrict access. That would be a shame.

In our opinion, a mis-guided use of public funds is the proposal to "improve" the Crystal lake outlet. For years that has been a relatively quiet beach area that has just few enough visitors to not destroy

the delicate ecology of the area. Ironically, in the Master plan documentation there is a picture of the dam area surrounded by recreational visitors with the "stay off dam" sign in view. That dam is a key piece of infrastructure controlling both Crystal Lake levels and the downstream water flow. We were the ones to call this summer and report that someone had taken it upon themselves to block up the boards releasing untold gallons of water. We removed the blocks on our own and I'm sure I don't have to tell you how low the lake level is. How can we possibly consider spending money to draw more people to the area when the dam is so easily vandalized?

I know there is no finalized plan for the outlet, but we will be eagerly following any developments.

Tadge Juechter
Forrester rd.
810-459-8043



Fw: 2024 Benzie Co Master Plan comment - natural gas alternatives

From Roselie Roelofs <RRoelofs@benzieco.gov>
on behalf of
Administration <benzieadmin@benzieco.gov>
Date Tue 8/13/2024 12:30 PM
To Katelyn Zeits <kzeits@benzieco.gov>

Rose Roelofs

Executive Assistant | Benzie County
448 Court Place, Beulah, MI 49617
P: (231) 882-0035 F: (231) 882-7072
E: rroelofs@benzieco.gov W: www.benzieco.gov

From: Saskia van Wolferen <saskiavw@protonmail.com>
Sent: Monday, August 12, 2024 11:04 PM
To: Administration <benzieadmin@benzieco.gov>
Subject: 2024 Benzie Co Master Plan comment - natural gas alternatives

Hello Board of Commissioners,

Thank you for posting the 2024 master plan and seeking out feedback and comments.

I have been a year-around resident of Benzie County since the mid 1990's. I would like to focus my feedback on the topic of expanding natural gas infrastructure. As stated in the report itself, there are major drawbacks and concerns with installing more natural gas lines: the hefty upfront investment, the questionable long-term viability, and the known environmental concerns.

There are alternatives readily available that offer a better return on investment and that bring more long term benefits to Benzie county residents and businesses. This includes investing in solar panels, which now have a payback period of around 10 years in Michigan, after which they generate energy for free for the rest of their 25+ year lifespan. Other options include insulating homes and buildings and installing heat pump systems for heating and cooling.

As I am currently investigating these options for my own home, I recently learned that heat pumps generate an amazing 4 kW of energy for every 1 kW that the heat pump uses to operate, which is 400% efficiency. Even the most efficient gas furnaces will never exceed 100% efficiency. Heat pump technology is similar to how a refrigerator works, and it turns out that moving heat from one place to another is a lot more efficient than burning fuels for heating or cooling.

All these options are available through local contractors and installers with large Federal tax credits, and I have read that additional Michigan tax credits are on the way for these investments as well. However, even with these tax credits, these options require an up-front investment that many Benzie residents and business owners cannot afford. Other communities have helped their residents and business take advantage of long term energy efficiency gains by providing cheap loans and by offering programs such a community solar projects for those that cannot install solar themselves.

I would be happy to contribute to exploring how Benzie County could assist residents and businesses take advantage of these technologies, and I am sure there are other residents who would join as well. Please let me know your thoughts.

Thank you,
Saskia van Wolferen
1716 Pilgrim Hwy
Frankfort, MI 49635
saskiavw@protonmail.com
231-871-0053



Comments for Master Plan

From Jon Throop <jthroop@benziecd.org>

Date Wed 12/4/2024 9:54 AM

To Katelyn Zeits <kzeits@benzieco.gov>

Hey Katie!

I don't know if it's too late to add comments, but our group had two minor additions for you to consider -

The Conservation District *could* be listed as a partner under goal 10 in appendix D.

Also with that goal, the language *could* say, "Survey local units on their ability to administer their zoning **and coordination of the permitting process, which involves local, county and State/Federal regulations**. Educate local leadership..."

I'll leave that up to you if it starts to get too wordy

That's all - thanks again for your support!

--

Jon Throop (he/him),
Executive Director
231-882-4391





Master Plan

From Mary Dort <mdort13@gmail.com>

Date Fri 11/8/2024 10:08 AM

To Katelyn Zeits <kzeits@benzieco.gov>

Katie,

I am so sorry this has taken me so long to get my items regarding the County Master Plan to you. You stated that several people have reviewed this document and found errors that have already been noted to be changed. The notes I wrote down several weeks ago are as follows and I hope they make sense. I have not gotten through the entire Master Plan and probably will not get that done before the public hearing next week.

page 2: "be" between should/updated in last sentence

page 3: partners 2nd goal- Spectrum, Cherry Capitol Connection?

page 4: goal # 1 partners, ? add local lake associations? Ann Lake Property Owners, Pearl Lake property owners, any other lake property owners

page 7: 2nd block, Community Improvement, Inventory & Communicate full list, are the left side ideas and right side comments? Combine Create/Provide revolving loan funds

page 11: last paragraph, space needed between "lighthouse" and "A"

page 13: 2nd column, 1st paragraph, "weell"?, space between "to" and "generate"

page 14: Co-ordinated promotion, 1st sentence, "the" should be "there"; "Improved Access.....3rd line, "mobi" should be "mobile"?

page 16: Coast Guard still in Frankfort? MI State Police still in Honor? DNR Fire Control still at Platte River Hatchery?

page 17: "7276" should be "7272" Ole White Dr, for Almira Fire/EMS; Will Benzonia Fire Dept. address need to be changed to new location?

Formatting: "page #s" are on different sides of pages; between page 8 & 9, page 9 is indented more

Thanks for all you do for Benzie County.

Sincerely,

Mary Dort

Almira Twp. Resident



Fw: Master Plan Comments

From Roselie Roelofs <RRoelofs@benzieco.gov>
on behalf of
Administration <benzieadmin@benzieco.gov>
Date Tue 11/12/2024 10:46 AM
To Katelyn Zeits <kzeits@benzieco.gov>

Rose Roelofs

Executive Assistant | Benzie County
448 Court Place, Beulah, MI 49617
P: (231) 882-0035 **F:** (231) 882-7072
E: rroelofs@benzieco.gov **W:** www.benzieco.gov

From: Wilfred Swiecki <wswiecki1@charter.net>
Sent: Tuesday, November 12, 2024 8:02 AM
To: Administration <benzieadmin@benzieco.gov>; wswiecki1@charter.net <wswiecki1@charter.net>; Wilfred Swiecki <wswiecki1@wowway.com>; William Anderson <w_anderson.mac@me.com>
Subject: Master Plan Comments

Benzie County Commissioners:

Platte Lake Improvement Association comments on Page 64 of the Master Plan are below:



**Platte Lake
Improvement Association**

**BENZIE COUNTY MASTER PLAN COMMENTS – PLATTE RIVER WATERSHED Page 64
November 12, 2024**

Benzie County Board of Commissioners:

After review of Platte River Watershed text on Page 64 for the Master Plan, it appears that two significant facts about the watershed have not been mentioned/recognized/encouraged:

1. After significant litigation between the Platte Lake improvement Association and the Michigan Department of Natural Resources, a Court Ordered volume weighted phosphorus standard of 8.0 micro-gram per liter has been set for Platte Lake. The standard has a minimum attainment of 95% based on in-lake measurements taken every two weeks - weather and ice conditions permitting. This fact needs recognition/mention within the Master Plan. The attainment of the Platte Lake phosphorus standard must be a stated goal of the Master Plan.
2. An extensive Platte Lake and Platte River Watershed point source discharge and tributary water quality monitoring program has been ongoing since 1990 in a cooperative effort between the Michigan DNR, Benzie Conservation District and Platte Lake Improvement Association. The Master Plan needs to recognize and encourage the effort at obtaining data to not only determine water quality status, but to make evidence-based decisions as to where phosphorus reduction measures and best practices require implementation to maintain/improve Platte Lake and Platte River Watershed water quality.

We must say that tens of thousands of man hours, hundreds of thousands of water samples and millions of dollars have been spent on this effort to date. It is our suggestion that the following language be modified in the Platte River Watershed section on Page 64 be modified as follows:

“Platte River Watershed

The Platte River Watershed is comprised of several connected river and lake segments surrounded large areas of contiguous forestland with isolated kettle lakes. The hydrology of the Platte River is relatively stable due to its deep glacial outwash deposits of permeable soils that promote infiltration and movement of the groundwater to create consistent and stable flow throughout the year.

The Platte River is recognized as one of Michigan’s Blue Ribbon trout streams. The Platte is a hydraulically stable river system and its gradient is approximately 5 feet per mile, thus hinting at the root of its name, “plat” being the French word for “level of flat”. The Platte River Watershed covers 193 square miles and the river valley is 14 miles long with a total of 95 miles of river and connecting streams. Much of the Platte River Watershed drains areas located in the northern half of Benzie County.

After significant litigation between the Platte Lake improvement Association the Michigan Department of Natural Resources that began the 1980’s, a Court Ordered volume weighted phosphorus standard of 8.0 micro-gram per liter has been set for Platte Lake. The standard has a minimum attainment of 95% based on in-lake measurements taken every two weeks - weather and ice conditions permitting. Platte Lake acts as the receiving water for the entire 193 square mile upstream Platte River Watershed.

An extensive Platte Lake and Platte River Watershed point source discharge and tributary water quality monitoring program has been ongoing since 1990 in a cooperative effort between the Michigan DNR, Benzie Conservation District and Platte Lake Improvement Association. Data collection objectives have allowed determination of water quality status and trends as well as enabling evidence-based decisions as to where phosphorus reduction measures and best practices require implementation to maintain/improve Platte Lake and Platte River Watershed water quality. This effort is noteworthy and encouraged.

A watershed management plan for the Platte River Watershed was updated in 2014. Partners include Benzie Conservation District, Platte Lake Improvement Association, and others working toward plan implementation as well as updating for 2025.”

We appreciate your consideration of our comments.

Thank You,

Wilfred Swiecki, PLIA Research Committee Chair
wswiecki@charter.net

PS: Please acknowledge Receipt

Sent from [Mail](#) for Windows



Platte Lake Improvement Association

BENZIE COUNTY MASTER PLAN COMMENTS – PLATTE RIVER WATERSHED Page 64

November 12, 2024

Benzie County Board of Commissioners:

After review of Platte River Watershed text on Page 64 for the Master Plan, it appears that two significant facts about the watershed have not been mentioned/recognized/encouraged:

1. After significant litigation between the Platte Lake Improvement Association and the Michigan Department of Natural Resources, a Court Ordered volume weighted phosphorus standard of 8.0 micro-gram per liter has been set for Platte Lake. The standard has a minimum attainment of 95% based on in-lake measurements taken every two weeks - weather and ice conditions permitting. This fact needs recognition/mention within the Master Plan. The attainment of the Platte Lake phosphorus standard must be a stated goal of the Master Plan.
2. An extensive Platte Lake and Platte River Watershed point source discharge and tributary water quality monitoring program has been ongoing since 1990 in a cooperative effort between the Michigan DNR, Benzie Conservation District and Platte Lake Improvement Association. The Master Plan needs to recognize and encourage the effort at obtaining data to not only determine water quality status, but to make evidence-based decisions as to where phosphorus reduction measures and best practices require implementation to maintain/improve Platte Lake and Platte River Watershed water quality.

We must say that tens of thousands of man hours, hundreds of thousands of water samples and millions of dollars have been spent on this effort to date. It is our suggestion that the following language be modified in the Platte River Watershed section on Page 64 be modified as follows:

“Platte River Watershed

The Platte River Watershed is comprised of several connected river and lake segments surrounded large areas of contiguous forestland with isolated kettle lakes. The hydrology of the Platte River is relatively stable due to its deep glacial outwash deposits of permeable soils

that promote infiltration and movement of the groundwater to create consistent and stable flow throughout the year.

The Platte River is recognized as one of Michigan's Blue Ribbon trout streams. The Platte is a hydraulically stable river system and its gradient is approximately 5 feet per mile, thus hinting at the root of its name, "plat" being the French word for "level of flat". The Platte River Watershed covers 193 square miles and the river valley is 14 miles long with a total of 95 miles of river and connecting streams. Much of the Platte River Watershed drains areas located in the northern half of Benzie County.

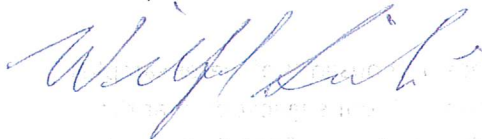
After significant litigation between the Platte Lake improvement Association the Michigan Department of Natural Resources that began the 1980's, a Court Ordered volume weighted phosphorus standard of 8.0 micro-gram per liter has been set for Platte Lake. The standard has a minimum attainment of 95% based on in-lake measurements taken every two weeks - weather and ice conditions permitting. Platte Lake acts as the receiving water for the entire 193 square mile upstream Platte River Watershed.

An extensive Platte Lake and Platte River Watershed point source discharge and tributary water quality monitoring program has been ongoing since 1990 in a cooperative effort between the Michigan DNR, Benzie Conservation District and Platte Lake Improvement Association. Data collection objectives have allowed determination of water quality status and trends as well as enabling evidence-based decisions as to where phosphorus reduction measures and best practices require implementation to maintain/improve Platte Lake and Platte River Watershed water quality. This effort is noteworthy and encouraged.

A watershed management plan for the Platte River Watershed was updated in 2014. Partners include Benzie Conservation District, Platte Lake Improvement Association, and others working toward plan implementation as well as updating for 2025."

We appreciate your consideration of our comments.

Thank You,



Wilfred Swiecki, PLIA Research Committee Chair
wswiecki@charter.net

Watershed Planning

The 2000 Benzie County Master Plan emphasized the importance of watershed plans. Since the Plan's adoption, watershed plans have been developed or are underway for all three of the County's watersheds:

Crystal Lake/Betsie River Watershed Plan

The Crystal Lake and Crystal Lake Outlet subwatershed – including the 9,850-acre Crystal Lake and its associated drainage area – occupies the northern margin of the overall Betsie/Crystal Watershed, including the village of Beulah and part of Benzonia village. This deep lake has exceptional water clarity and 2.1 miles of shoreline with some of the highest shoreline property values in Northern Michigan. A small segment of the Sleeping Bear Dunes National Lakeshore lies in the Crystal Lake Watershed. The Crystal Lake Outlet joins the Betsie River five miles before the river reaches Betsie Lake.

A Watershed Management Plan for the Betsie River / Crystal Lake Watershed, developed by a Steering Committee of Northwest Michigan partners and supported by a grant from the Michigan Department of Environmental Quality, was approved by the MDEQ in 2016. Measures recommended in the plan will help protect surface water quality by preventing or reducing non-point source pollution during the Plan's 10-year period from 2016 through 2026. The Plan will be implemented by partners including the Crystal Lake Watershed Association, a nonprofit that engages in monitoring, education, and advocacy around Crystal Lake issues.

Platte River Watershed

The Platte River watershed is comprised of several connected river and lake segments surrounded large areas of contiguous forestland with isolated kettle lakes. The hydrology of the Platte River is relatively stable due to the deep glacial outwash deposits of permeable soils that promote infiltration and movement of the groundwater to create consistent and stable base flow throughout the year.

The Platte River is recognized as one of Michigan's Blue Ribbon Trout Streams. The Platte is a hydraulically stable river system and its gradient is approximately 5 feet per mile, thus hinting at the root of its name, "plat" being the French word for "level or flat." The Platte River Watershed covers 193 square miles and the river valley is

1.4 miles long, with a total of 90.5 miles of river and connecting streams. Much of the Platte River watershed drains areas located in the northern half of Benzie County. A watershed management plan for the Platte River Watershed was updated in 2014. Partners including the Conservation Resource Alliance, Benzie Conservation District, Platte Lake Improvement Association, and others work to implement the management plan.

Herring Lakes Watershed Plan

The Herring Lakes Watershed drains a land area of roughly 25 square miles in southwestern Benzie County. The primary water bodies are Upper and Lower Herring Lakes, Herring Creek and extensive wetlands. Herring Creek and its tributaries drain a large area of the watershed which includes 41% forest land, 27% agricultural a livestock farms, 14% open land, 6.3% residential land, 6.4% wetlands and 2.4% water. The primary resource concerns in the Herring Lakes watershed are fecal matter, nutrient, and pesticide contamination from residential and agricultural areas, invasive species, shoreline erosion, road/stream crossings and sedimentation.

The Herring Lakes steering committee and Grobbel Environmental and Planning Associates worked together between 2015 and 2019 to update the Herring Lakes Protection plan. In 2019 the Michigan Department of Environmental Quality (MDEQ) and United States Environmental Protection Agency (U.S. EPA) formally approved the Herring Lakes Watershed Management Plan, and the steering committee members began working immediately to implement some of the pollution reduction tasks proposed in this plan.

Watershed management plans provide guidance and recommendations for future activities that will help reduce the pollution, restore degraded water bodies and preserve the county's clean water resources. The Benzie Conservation Districts help to facilitate both watershed planning and management, through initiatives like the Benzie Watersheds Coalition, the Benzie Watersheds Volunteer Stream Monitoring Project, educational events, and invasive species control. The watershed management plans for the Platte River, Crystal Lake/Betsie River, and Herring Lakes watersheds can be viewed at the Benzie Conservation District's website: <https://www.benziecd.org/watersheds.html>

